

# COUNTY OF YORK

## MEMORANDUM

**DATE:** November 29, 2005 (BOS Mtg. 12/6/05)

**TO:** York County Board of Supervisors

**FROM:** James O. McReynolds, County Administrator

**SUBJECT:** York County Comprehensive Plan Update – *Charting the Course to 2025*

The Board has held work sessions on the draft Comprehensive Plan on October 11, November 1, and November 22. In addition, the Board conducted a duly advertised public hearing on the draft plan, in accordance with the requirements set forth in the *Code of Virginia*, on October 25, and accepted additional public comment at its regular meeting on November 15 following notification of all County property owners whose land was under consideration for a change in land use designation. In its three work sessions the Board has made various revisions to the draft plan, and staff has prepared the attached replacement pages intended to incorporate these changes. Included in these pages is a summary list of the map decisions made by the Board over the course of its work session discussions (all of which will be incorporated into the land use maps to be included in the final Plan document). I believe these revisions accurately reflect the intent of the Board in its discussions on the draft plan, and I recommend that the Board adopt the draft plan as amended through the adoption of proposed Ordinance No. 05-35.

Carter/3337  
Attachments

- Proposed *Comprehensive Plan* revisions dated November 29, 2005
- Proposed Ordinance No. 05-35

BOARD OF SUPERVISORS  
COUNTY OF YORK  
YORKTOWN, VIRGINIA

Ordinance

At a regular meeting of the York County Board of Supervisors held in York Hall, Yorktown, Virginia, on the \_\_\_\_ day of \_\_\_\_, 2005:

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Present

Vote

James S. Burgett, Chairman  
Walter C. Zaremba, Vice Chairman  
Sheila S. Noll  
Kenneth L. Bowman  
Thomas G. Shepperd, Jr.

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On motion of \_\_\_\_\_, which carried \_\_\_\_, the following ordinance was adopted:

AN ORDINANCE TO ADOPT AN UPDATED COMPREHENSIVE  
PLAN FOR YORK COUNTY

WHEREAS, the Code of Virginia (1950), as amended, requires the adoption of a comprehensive plan by all Virginia localities; and

WHEREAS, on December 5, 1991, the York County Board of Supervisors adopted the County's Comprehensive Plan titled *Charting the Course to 2010*; and

WHEREAS, on October 6, 1999, the Board of Supervisors adopted an update to that plan titled *Charting the Course to 2015*; and

WHEREAS, §15.2-2230 of the Code of Virginia requires that the Planning Commission, at least once every five years, review the Comprehensive Plan and determine whether it is advisable to amend the plan; and

WHEREAS, the Comprehensive Plan Review Steering Committee, appointed by the Board of Supervisors and the Planning Commission, did from July 2004 through July 2005 conduct a complete and thorough review of the Comprehensive Plan, which included an extensive citizen input process; and

WHEREAS, the recommendations of that committee, embodied in the draft plan update, were referred to the York County Planning Commission for its review and recommendation; and

WHEREAS, the Planning Commission conducted a duly advertised public hearing on the draft plan update on August 24, 2005; and

WHEREAS, in accordance with §15.2-2225 of the *Code of Virginia*, the Commission did on September 14, 2005 certify a draft of the proposed updated Comprehensive Plan with changes and transmit it to the York County Board of Supervisors with a recommendation of adoption; and

WHEREAS, on October 25, 2005, the Board of Supervisors conducted a duly advertised public hearing on the proposed updated plan and accepted additional public comment on November 15, 2005; and

WHEREAS, the Board has carefully considered the citizen comments and the recommendations of the Planning Commission, the Comprehensive Plan Review Steering Committee, and the staff with respect to the proposed updated plan;

NOW, THEREFORE, BE IT ORDAINED by the York County Board of Supervisors this the \_\_\_\_ day of \_\_\_\_\_, 2005, that the proposed updated Comprehensive Plan, titled *Charting the Course to 2025* and dated September 14, 2005, amended in accordance with the recommendations titled "Proposed Revisions to the September 14<sup>th</sup> Draft of the York County Comprehensive Plan: Charting the Course to 2025," prepared by the York County Planning Division and dated November 29, 2005, and attached to the County Administrator's memorandum to the Board dated November 29, 2005, be, and it is hereby, adopted in accordance with §15.2-2226 of the *Code of Virginia*.

**York County Planning Division**  
**November 29, 2005**

## **Contents – Proposed Replacement Pages**

Introduction – Page 3

Citizen Input – Page 8

Community Facilities – Pages 1, 8, 27-30, 35, 37-39

Economic Development – Pages 12-13

Environment – Pages 38 and 40

Housing – Pages 15-16

Transportation – Pages 2, 14, 20, and 23

Land Use – Pages 1, 17, 22, 24, 26, 28, 30, 32, 36, 44

Glossary – New Section

Summary of Final Land Use Map Decisions

County plans for the next 20 years. Questions on the survey were developed by the Steering Committee and staff, with assistance from a professional survey research firm, Continental Research Associates, Inc. The interviews were also conducted by Continental Research, which used statistically valid sampling methods to ensure a random survey sample that would be representative of the County population; the margin of error is  $\pm 4.9\%$ . The survey results, along with the various oral and written comments and suggestions received from the citizens through the various public input opportunities that were available, provided valuable insight to the Steering Committee as it endeavored to identify the plan goals, objectives, and implementation strategies.

After receiving the survey results, the Steering Committee continued its deliberations through July 2005, meeting with various citizens groups and property owners interested in presenting their ideas and suggestions for the plan. During this time, the Committee also reviewed, discussed, and revised draft plan elements prepared by the staff. This included a thorough review of the 2025 Land Use Map, which was the exclusive subject of four separate meetings and was also discussed at several additional meetings. The Steering Committee approved the draft plan on July 20, 2005, and forwarded it to the Planning Commission for its review. By the time it had completed its yearlong task, the Steering Committee had held 24 meetings, devoting a cumulative total of 325 volunteer hours to this project. This does not include the 15 Neighborhood Open Houses, which represented an additional commitment of several hundred volunteer hours.

The Planning Commission reviewed the draft plan update from late July through mid-September, holding a work session on August 3 and a public hearing on August 24 at which 17 people spoke. In addition, many other comments were received via mail, email, telephone, and in person. Citizen comments were incorporated into the plan where appropriate, and the Planning Commission officially certified the draft plan on September 14 and transmitted it to the Board of Supervisors with a recommendation of adoption.

The Board of Supervisors conducted a public hearing on October 25 to receive public comment on the draft plan. Letters were mailed to all 402 owners of property that was being considered for a change in land use designation, and the Board received additional public comment at its November 15 meeting. In all, comments were received from about 74 citizens and non-resident property owners. In addition to the opportunities for public comment, the Board held three work sessions to review, discuss, and revise the draft updated plan before officially adopting it on December 6, 2005.

Like the 1991 plan, the updated plan is divided into chapters or *elements* dealing with various aspects of the County's physical development: community facilities, economic development, environment, historic resources, housing, transportation, and land use. There are also an Introduction, a Glossary, and chapters dealing with demographics and the citizen input that was collected in the preparation of this plan. The elements are ordered alphabetically except for the Land Use element, which is presented last since it incorporates information from all the other elements. Each plan element consists of a brief introduction followed by a summary of existing conditions and trends, a section summarizing the citizen input pertaining to that element, and an analysis of the County's present and future needs. Each element then concludes with a series of recommendations divided into a broad goal, more specific objectives, and implementation strategies for achieving those objectives.

The updated *Comprehensive Plan*, like the original 1991 plan and the 1999 update, represents the combined efforts of York County's citizens, elected and appointed officials, and staff to analyze present conditions in the County, identify present and future needs, and devise strategies for meeting these needs consistent with shared community goals and objectives. It is the County's vision for its future, specific enough to provide clear guidance to present and future policy makers yet broad and flexible enough to be adapted to account for changing circumstances.

## CONCLUSIONS

Simply put, York County's residents like the County the way it is and, apart from removing blighted commercial structures, do not want it to change very much. The citizens care deeply about the appearance of their community. They like green space and want to see it preserved, even if it means having the County purchase land, or the development rights to the land, for the purpose of preserving open space. Similarly, the citizens believe it is important for the County to ensure that all new businesses have attractive landscaping. This concern about the appearance of the County is also reflected in strong support for encouraging new businesses to move into empty commercial properties and for purchasing and demolishing vacant, blighted commercial properties along major roads such as Route 17.

With regard to public facilities and infrastructure, the citizens' top priority is the road network, but they are generally supportive of building more schools and public safety facilities (fire stations and satellite Sheriff's offices) and establishing more parks for hiking, biking, picnicking, and playing. There was less support for building more ball fields, perhaps because of the knowledge that the County recently entered into an agreement with the City of Newport News to lease Waterworks property for construction of an athletic field complex.

The citizens recognize the lack of affordable housing in the County but generally do not feel the County should do anything to address it. They are concerned about residential growth in general and want to retain the County's ~~relatively~~-low population density relative to neighboring localities; however, they support the construction of age-restricted housing for the County's senior citizens.

Citizen concerns about growth and development are not limited to housing; commercial growth is also a concern. The citizens do place a high priority on bringing more high-paying jobs into the County, but attracting new retail, office, and industrial development is not viewed as an important County goal. Rather, they feel the County should focus on attracting new businesses into existing commercial buildings that are vacant.

In general, upper and lower County residents agree on the major goals for the County to pursue over the next 20 years, but there are some differences. Support for building more libraries and satellite County and Sheriff's offices is stronger in the upper county, where there are no York County libraries, Sheriff's offices, or offices for tax and bill paying, car registrations, etc. Upper County residents are more supportive of extending the runways at Newport News/Williamsburg International Airport, which is not surprising since the airport and the aircraft noise it generates are in the lower County. Support for the "neo-traditional" mixed-use development concept is also stronger in the upper County, where growth and development pressures have been generally less prevalent. Lower County residents – most of whom probably have to use Route 17 on a daily basis – are more concerned about traffic congestion, and are less supportive of County efforts to encourage the construction of moderately priced housing.

# COMMUNITY FACILITIES

## INTRODUCTION

As the population grows, so does the demand for public services and the facilities where they are provided. In planning for public facilities, it is important to consider not just the size of the County's future population but also its age and geographic distribution. Seniors and school-age children, for example, have very different service and facility needs. Additionally, the increased concentration of people in the lower County must be considered in facility planning, since facilities should be convenient to the citizens who use them. Community facilities planning is especially challenging in York County because of its geography: York is a linear county, with the upper County separated from the lower County by a vast expanse of Federally-owned land. Consequently, without a central location that is readily convenient to a majority of County residents, it is sometimes necessary to have separate facilities for upper and lower County residents in order to meet the citizens' demands for conveniently located facilities.

Since many of the County's public facility needs are shared by neighboring jurisdictions, regionalism is often the most efficient way to meet these needs. Because it adjoins all other localities on the Peninsula, York County is uniquely suited to engage in a variety of regional efforts that allow communities to recognize facility *service area* boundaries, which are often more realistic than jurisdictional boundaries in providing community facilities. Regionalism often increases efficiency not only because it prevents needless duplication of effort but also because economies of scale can be realized.

Because "Community Facilities" is such a wide-ranging topic, this element of the *Comprehensive Plan* is divided into five sub-elements: Detention and Law Enforcement, Fire and Life Safety, Government Offices, Libraries, and Schools. Each sub-element contains a summary description of existing conditions. Following these sub-elements is a discussion of citizen input and future planning issues summary. Like the other elements, this element concludes with a section detailing the Goals, Objectives, and Implementation Strategies for community facilities.

## LAW ENFORCEMENT AND DETENTION

The York County Sheriff is the County's chief law enforcement officer, serves as court bailiff for York County and Poquoson, and, until 1997, was responsible for operation of the York County Jail, which was demolished in 1998. York County's prisoners are now housed in the Virginia Peninsula Regional Jail with prisoners from James City County, Williamsburg, and Poquoson. The Merrimac Center, a regional juvenile detention center, also was constructed next to the Peninsula Regional Jail site in 1997.

The Sheriff's Office is funded by the state, and the number of deputies is based on each locality's population (one law enforcement deputy for every 1,500 residents, or 41 deputies as of 2004). However, the Board of Supervisors has created and funds additional deputy positions beyond the state's allotment. Currently, as shown in **Table 1**, York County has the lowest ratio of officers to residents on the Peninsula, with one law enforcement officer for every 862 residents. James City County has the closest ratio to York's with one officer for every 672 citizens. The City of Williamsburg has the highest ratio on the Peninsula with one officer for every 376 citizens.

Ratio of Law Enforcement Officers to Population by locality, 2003			
Locality	Officers	Population	Ratio
James City Co.	72	53,100	1/672
Hampton	266	144,400	1/543
Newport News	384	180,900	1/471
Poquoson	20	11,600	1/580
Williamsburg	34	12,800	1/376
<b>York</b>	<b>70</b>	<b>60,400</b>	<b>1/862</b>

Source: Virginia Department of State Police

**Table 1**



court, Commonwealth Attorney's office, and Judicial Court Services Unit for York County and Poquoson operate out of the York-Poquoson Courthouse in Yorktown, which opened in 1997. This 59,680-square foot courthouse was built to accommodate the rapidly growing caseloads of the courts and to address numerous deficiencies in the former Circuit Courthouse and the former District Court Building that compromised the security, safety, and efficiency of court operations. The new courthouse was designed to meet the County's court space needs at least through the year 2014. However, offices are already beginning to feel the pressure of increased storage requirements and increased caseloads that may necessitating-necessitate additional personnel, and with that, more office space.

The second major government office complex, the 52-acre County Operations Center, is located on Goodwin Neck Road. The General Services Administration, Vehicle Maintenance, Buildings and Grounds Maintenance, and the Public Safety buildings were all constructed in 1992-93. Followed by the construction of the Environmental Services Annex in 1993-94 (Building Regulation Division), Environmental Service Administration in 1995 (Department of Environmental Development and Services), the Parks and Recreation Building in 1997-98, and the most recent Emergency Communication Center in 2004-05. The Public Safety Building houses multiple departments/agencies for the County and serves the Sheriff's Office, Fire and Life Safety, and Department of Social Services. The Virginia Cooperative Extension office shares space in the Park and Recreation Building.

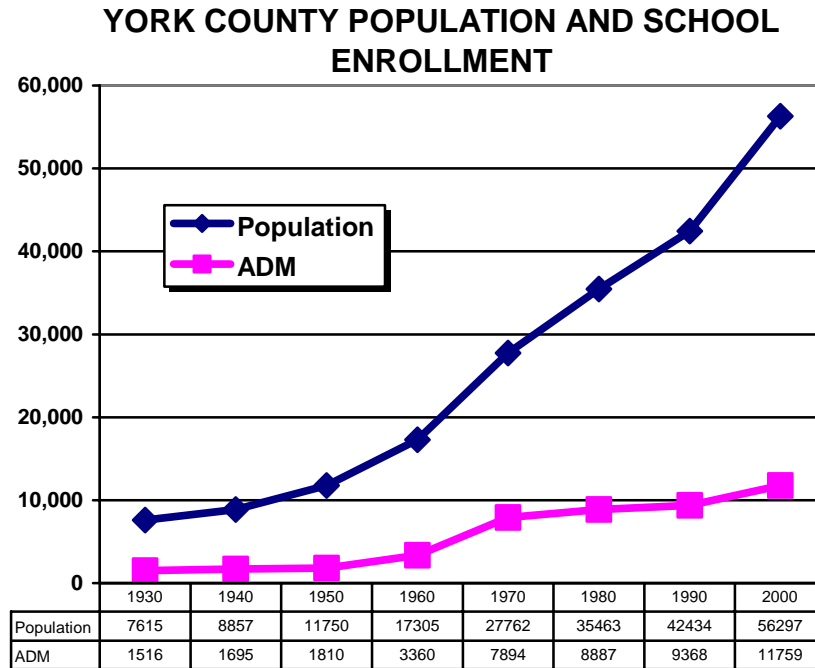
The Griffin-Yeates Center, located at 1490 Government Road in the upper County, was built in 1953 as a public school. The building has undergone several renovations and was conveyed to the County in 1978. Currently, the Center houses York County's Head Start program and the First Steps program operated by Child Development Resources, along with storage for other Community Services divisions.

## **LIBRARIES**

Library services have long been considered integral to supporting literacy, providing opportunities for life-long learning, and contributing to a high quality of life for York County residents. The libraries help foster a sense of community and serve as a focal point for citizen interaction. The library system is open to anyone who wishes to use its facilities and services, and the libraries welcome patrons from both inside and outside the County.

The County currently operates two library facilities and makes contributions to surrounding library systems. The older facility, which opened in 1984, is an 11,900 square-foot building located on George Washington Memorial Highway (Route 17) at Battle Road. The more recent addition to the York County system was opened in October 1999 and is a 32,000 square-foot facility located on Hampton Highway (Route 134) and Long Green Boulevard in the Tabb area. These two locations primarily serve citizens residing in the lower County (i.e., south of the Yorktown Naval Weapons Station). The County also contributes to the Williamsburg-James City County Regional Library System, in addition to the Newport News library system, which serves the needs of the County's disabled and special-needs citizens.

Upper County residents are served by the Williamsburg-James City County Regional Library System. The Regional Library operates two facilities – one in the City of Williamsburg (40,000 square feet) and one in upper James City County (35,000 square feet). Both library locations are geographically convenient for upper York County residents. Additionally, the Regional Library has operated a book-mobile for over twenty years, which serves six locations in upper York County. Although not a member of the regional system, York County makes a voluntary annual contribution to help offset user costs to the Regional Library system. In Fiscal Year 2004-05, York County citizens constituted about 12% of its registrants. James City County represents 70% of the registered borrowers, while 14% live in the City of Williamsburg.



**Figure 7**

The 1970s and '80s brought relative stability to school enrollment, with increases of 12% (1.3% annually) and 6% (0.5% annually) respectively. In contrast, the County's population growth rate was 28% during the '70s and 20% during the '80s. As a result, the student/population ratio fell to 25% in 1980 and to 22% in 1990. In fact, student membership actually *declined* between 1980 and 1986 despite continued housing construction. It then increased fairly steadily through the end of the decade as the so-called "baby boom echo" (the offspring of the baby boom generation) began to reach school age.

Enrollment growth accelerated during the 1990s, increasing by 25.5% (2.3% annually, on average), but still trailed the 32.7% increase in population, thus reducing the student population ratio to 20.9%. Since 2000 enrollment growth has slowed somewhat to an annual average of 1.87%, increasing enrollment by 6.8%9.1% from 11,759 in 2000 to 12,56212,825 in 20054.

Just as most of York County's population and housing growth has been in the lower County, so too has most of the school enrollment growth. Between the 1993-94 and 2003-04 school years, for example, ADM increased by 18.6% in the lower County and by 10.5% in the upper County. Approximately 90% of the net growth in school enrollment during that period was in the lower County.

### **School Enrollment Projections**

More art than science, projecting future school enrollment is basically an exercise in educated guesswork that relies as much on good luck as on perceptive judgment. This is particularly true of long-range projections because of the many intangible variables involved, which in York County are compounded by the sizable military population that introduces another layer of uncertainty into an already uncertain projection equation.

Average Daily Membership, York County Schools, 1996 – 2005 (September figures)									
	1997	1998	1999	2000	2001	2002	2003	2004	2005
<b>Upper County</b>									
Elementary	781	796	758	753	788	799	796	814	877
Middle	473	447	457	476	510	493	479	484	521
High	546	548	548	567	585	622	662	703	735
Total	1,800	1,791	1,763	1,796	1,883	1,914	1,937	2,001	2,133
<b>Lower County</b>									
Elementary	4,288	4,380	4,363	4,341	4,299	4,376	4,411	4,413	4,437
Middle	2,364	2,371	2,427	2,418	2,490	2,562	2,623	2,583	2,663
High	2,730	2,895	3,071	3,196	3,270	3,352	3,476	3,566	3,595
Ungraded	23	17	18	8	0	0	0	0	0
Total	9,405	9,663	9,879	9,963	10,059	10,290	10,510	10,562	10,693
<b>Total County</b>									
Elementary	5,069	5,176	5,121	5,094	5,087	5,175	5,207	5,225	5,314
Middle	2,837	2,818	2,884	2,894	3,000	3,055	3,102	3,068	3,184
High	3,276	3,443	3,619	3,763	3,855	3,974	4,137	4,269	4,330
Total	11,205	11,454	11,642	11,759	11,942	12,204	12,446	12,562	12,828
Note: Figures do not include Early Childhood Special Education students, who have increased in number in recent years and could potentially affect space needs if growth continues.									
Source: York County School Division									

Table 9

The methodology for deriving the ADM projections in this plan is essentially a two-step process. Step 1 involves the development of a base enrollment figure projected for each grade level using the standard *grade progression method* of enrollment projection by which the number of students in each grade is assumed to equal the number of students in the previous grade during the previous year (Table 9). The number of kindergartners has to be estimated since there is no previous grade from which to advance. Since the base projection does not account for net migration, for students who fail or drop out of school, or for the many first-graders who do not attend public kindergarten, Step 2 in the projection process involves the adjustment of the base figures for each grade level by a change factor. This change factor reflects projected population growth in the County from both births and net migration as well as historical patterns of increase or decline at each grade level that have occurred in York County within the previous ten years.

Projected school enrollment through 2025 is shown in Table 10. Even with the aging of the population, which the VEC projects will eventually cause the senior population (65 and over) to outnumber the school-age population (ages 5 through 19), York County is projected to experience continued growth in school enrollment from 2005 through 2025. However, the magnitude of growth is projected to be lower than in previous decades, with a 911.7% increase between 2000 and 2010, followed by a 57.99% increase between

York County Actual and Projected School Enrollment, 2000-2025						
	2000	2005	2010	2015	2020	2025
<b>Upper County</b>						
Elementary	753	877	920	960	1,010	1,050
Middle	476	521	540	510	560	580
High	567	735	780	780	730	780
Total	1,796	2,133	2,240	2,250	2,300	2,410
<b>Lower County</b>						
Elementary	4,341	4,437	4,660	4,850	5,040	5,200
Middle	2,418	2,663	2,570	2,620	2,820	2,910
High	3,196	3,595	3,670	3,710	3,760	3,940
Total	9,963	10,695	10,900	11,180	11,620	12,050
<b>Total County</b>						
Elementary	5,094	5,314	5,580	5,810	6,050	6,250
Middle	2,894	3,184	3,110	3,130	3,380	3,490
High	3,763	4,330	4,450	4,490	4,490	4,720
Total	11,759	12,828	13,140	13,430	13,920	14,460
Source: York County Planning Division						

Table 10

2010 and 2020. By 2025 ADM is projected to reach about 14,5300 students – a net increase of approximately 12.57% over the 20-year period. Although net growth in the number of students is projected to occur at every grade level in both the upper and lower County between 2005 and 2025, there will likely be intervals within that 20-year period during which enrollment will likely decline. One-fifth of the projected growth in enrollment is projected to be in upper County schools, which accounted for only one-tenth of the enrollment increase between 1994 and 2004. This reflects the diminishing supply of vacant residential land in the lower County and the significant growth potential of the upper County, particularly with the eventual extension of public water and sewer throughout the Skimino area.

These projections are lower than the projections previously published in the 1999 *Comprehensive Plan*. The earlier projections were developed by a committee of citizens appointed by the Board of Supervisors at a time of fairly rapid enrollment growth that the committee assumed would continue. Actual enrollment has fallen short of those projections and, in fact, is lower than the low-growth enrollment scenario considered by the committee.

For purposes of comparison, two additional sets of projections were prepared utilizing a different methodology based entirely on trend analysis. The first of these “alternative projection series” assumes that the student/population ratio will decrease continually over the next twenty years by a progressively smaller amount, following a regression equation that was derived from historical data from 1970 through 2000. School enrollment will continue to climb under this scenario, reaching slightly over 14,000 students by 2025. The second alternative projection series uses the same methodology but with a different variable; it assumes that the ratio of school students to housing units will follow the same general trend as the student/population ratio. Once again a regression equation was derived using data from 1970 through 2000. Under this scenario enrollment would increase through 2020 and decrease between 2020 and 2025. All three enrollment scenarios are shown in **Figure 8**.

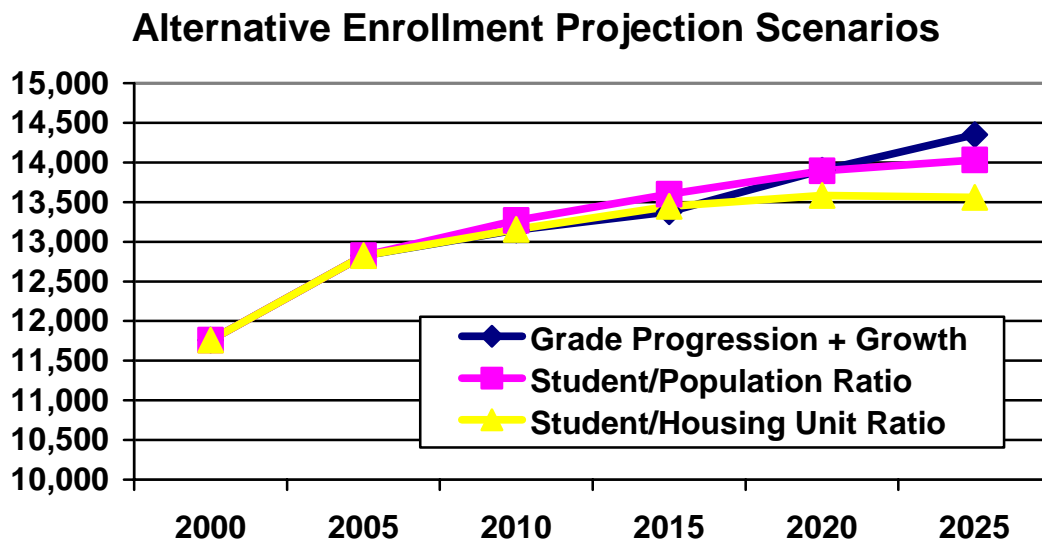


Figure 8

### **School Capacity**

School capacities are calculated by the School Division on the basis of not just physical space, but also by the constraints placed on physical space by programs. State education mandates, School Board policies, changes in educational philosophy, and desires and expectations of the community can influence program capacities over time. In the early 1990s the School Board

recalculated school capacities contracted with Dr. Glen Earthman, a recognized expert on school capacity calculation, based on the concept of program capacity rather than architectural capacity. This resulted in a total school *program* capacity of 8,941, almost 25% below the *design* capacity (11,530) of the then existing buildings. The combination of significant unexpected growth in school membership and the change from design to program capacity of school buildings ultimately led to a substantial school construction program that increased total school capacity by over 5,000 students. During the 2004-05 school year, the School Board adopted new capacity figures based on a recalculation of program capacity on the part of the individual school administrations. This resulted in an increase in program capacity of almost 800 students. As of April 2005, according to the School Division, the cumulative capacity of the County's eighteen schools totaled 14,298 students. This does *not* include portable classrooms (trailers), which are not considered permanent classrooms and therefore are not included in the school capacity figures.

According to the School Division, the school system currently has capacity (as of April 2005) for 14,298 students. Although some schools are experiencing overcrowding, there is surplus school capacity at all three grade levels in both the upper and lower County. The adopted Capital Improvements Program for Fiscal Years 2005-06 through 2010-11 includes school expansion projects that will add a total of 30 classrooms in the next six years, increasing elementary school capacity by 504 students in the lower County and 72 students in the upper County, increasing the total capacity of the system to 14,874 students.

Future school enrollment and capacity is depicted in **Figure 9**. Projections indicate that with the addition of space for 576 additional elementary school students that is programmed to occur by the 2010-2011 school year, there will be enough school capacity at each level in both the upper and lower County to handle expected increases in enrollment at least through the year 2020. After 2020, it appears that minor overcrowding will begin to occur at the elementary school level in the upper County and that elementary and high schools in the lower County will be approaching or slightly exceeding capacity. The prediction that there will be adequate capacity is predicated on an inherent assumption that there will be no changes in school programs or policies that reduce space utilization. It also assumes that development will be in accordance with the designations and densities set forth in the Land Use element of this plan.

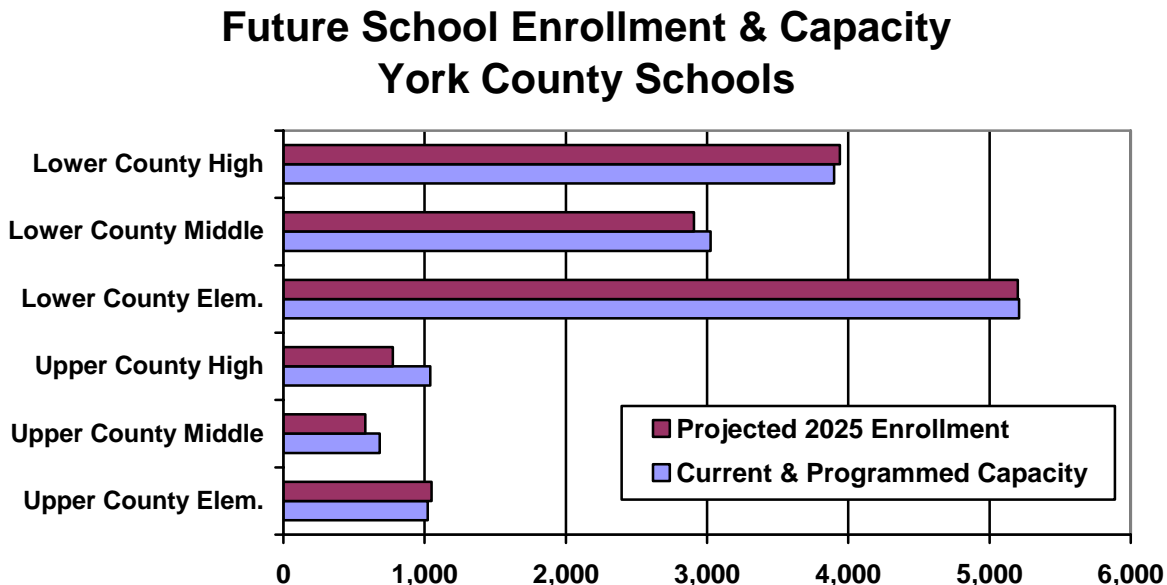


Figure 9



The opening of New Quarter Park and the recent lease agreement with the City of Newport News to develop a 187-acre public park on property owned by Newport News Waterworks should help alleviate the need for recreational facilities in the County, at least in the short-term. A more extensive master park plan should be completed to better assess the needs for additional facilities in the future. The 545-acre New Quarter Park, although not adding major athletic facilities to the upper County, provides picnic shelters, a softball field, two half-basketball courts, a sand volleyball court, horseshoe courts, a floating pier, and hiking/biking trails. The proposed facilities for the Waterworks property include lighted and non-lighted athletic fields for youth and adults and other amenities such as playgrounds and trails. Consideration should also be given to lighting as many athletic fields as possible in order to maximize the available number of usage hours. Acquisition of additional land should always be a priority, especially if there is any need in the future to develop other types of park and recreational facilities such as an outdoor pool, picnic areas/facilities, walking/bicycle trails, etc.

In previous comprehensive plans, citizens have advocated the development of a community center. During the Neighborhood Open Houses, no one specifically called for a community center, but asked for facilities for additional youth and senior programs, recreational facilities, and public space. One benefit of a community center is that it can be designed to accommodate the needs of different age groups and therefore is able to serve a large segment of the population. The County acquired land on Route 134 adjacent to the Tabb library site, which was made available to the YMCA to construct a recreation facility serving Lower County residents. Similarly, Upper County residents will be served by the construction of another YMCA near the Sentara hospital site. Both YMCA's provide recreational services to the communities, but provide little public space or discounts for membership to York County residents.

## **Schools**

As noted, the York County school system appears to have sufficient capacity to accommodate projected enrollment for the next 20 years, although by 2025 lower County elementary and high schools are projected to be near or slightly exceeding capacity while upper County elementary schools are projected to have slight overcrowding (i.e., 28 students above capacity). Projections can be wrong, however, and often are. School enrollment can be highly volatile and thus is difficult to forecast beyond the short term, and future program changes – at the state, local, or Federal level – are unknown. It would not be realistic, therefore, to make school construction recommendations or decisions on the basis of long-range membership projections. A six-year horizon, which corresponds with the County's Capital Improvement Program, is appropriate for school facility planning. Unless there is a remarkable unforeseen increase in enrollment over the projected levels, it appears that no new school buildings or additions beyond those that are already programmed will be needed to enlarge capacity in the next six years.

There are several ways to address school overcrowding. The least costly and most efficient method – although often the least popular – is to change the attendance zones to provide for a more equal distribution of students among schools. This allows surplus capacity to be put to use while reducing the burden on overcrowded schools. Another cost-effective solution, also not particularly popular, is to use portable classrooms that are much less expensive to lease than additions are to build. These solutions are particularly appropriate for dealing with crowding that is temporary and/or relatively minor in scale. For sustained crowding conditions that cannot be effectively addressed by changing the attendance zones or installing trailers, additions to existing schools – or construction of new schools depending on the extent of the shortage of space – is the appropriate solution. For economic reasons, building additions are the preferred choice. This is why a Memorandum of Understanding between the Board of Supervisors and the School Board states that no new school buildings will be constructed until all existing schools have been expanded to their maximum allowable capacity. Of course, cost-effectiveness is not the only consideration, and it must be balanced against the need to keep schools to an appropriate size; when the amount of school overcrowding at any level in either the upper or

## **PARKS AND RECREATION**

1. Protect the natural environment and preserve open space.
2. Provide for a range of recreational facilities and activities adequate in number, type, size, and location to accommodate the needs of County residents.
3. Ensure that athletic fields and other recreational facilities are well maintained.
4. Increase public recreational, fishing, and boating access to waterways.

## **SCHOOLS**

1. Provide a learning environment that is conducive to the education of all present and future school-age children in the County.
2. Achieve and maintain the following overall student/classroom ratios and program capacity guidelines at each school:

SCHOOL LEVEL	STUDENT/CLASSROOM RATIOS	PROGRAM CAPACITY GUIDELINES
Kindergarten	20:1	350-700 students
First – Second	22:1	
Third – Fifth	25:1	
Sixth – Eighth	25:1	700-1000 students
Ninth – Twelfth	25:1	1200-1800 students

3. Optimize use of school facilities and grounds.
4. Promote lifelong learning.

## **Implementation Strategies**

### **GENERAL**

1. Use the Comprehensive Plan to guide the budgeting of County funds for capital improvement projects.
2. Annually review and update funding, with a resolution from the Planning Commission to certify its conformance with the Comprehensive Plan, the six-year Capital Improvements Program.
3. Provide public buildings that set an example for quality development in the County.
4. Provide regular, ongoing review, maintenance, and repair of all public buildings.
5. Where feasible, cooperate with neighboring localities to establish and maintain regional public facilities for the use of residents of multiple jurisdictions.
6. Design public buildings to accommodate a variety of uses.

## **GOVERNMENT OFFICES**

1. Continue to use technology to improve on space-saving computer-based methods of storing and retrieving County files and records.
2. Evaluate the need for and feasibility for constructing a warehousing center for the storage needs of County departments.
3. Provide greater opportunities for the training of County emergency services and administrative personnel in a strategically central location by assessing the feasibility of creating a stand-alone training facility.
- ~~4. Develop a pilot program to test the feasibility of allowing some County employees to work from their homes (i.e., telecommute) using modern technology as a means of alleviating pressures for additional office space.~~

## **DETENTION AND LAW ENFORCEMENT**

Evaluate the need for, feasibility, and potential effectiveness of establishing Sheriff's substations in strategic locations throughout the County.

## **FIRE AND LIFE SAFETY**

1. Locate and design fire stations in such a way as to provide opportunities for expansion of service as necessary based on future population growth and development patterns.
2. Continue to cooperate with neighboring localities and area military installations through mutual emergency aid agreements providing for the sharing of resources in the event of a major fire or other disaster.
3. Consider the needs of the Fire and Rescue Service with regard to roadway access and water availability prior to approval of development plans and in all decisions regarding utility extension and roadway construction.

## **LIBRARIES**

1. Expand the number and range of library books, tapes, periodicals, and other materials as necessitated by population growth, public demand, and technological changes.
2. Continue the current practice of contributing funding to the Williamsburg Regional Library system in exchange for service to York County residents.
3. Maintain state-of-the-art on-line access to the library services of York County.

## **PARKS AND RECREATION**

1. Continue implementation of the "school/park" concept to enhance recreational use of school sites.
2. Develop a comprehensive parks and recreation master plan to coordinate the long-range acquisition of sufficient acreage for recreation facilities and public access to waterfront areas to meet the existing and future demands for both public and private recreation programs.
3. Consider the need for and feasibility of developing a public space for community events requiring meeting rooms, kitchen facilities, and multi-purpose rooms.



4. Provide for the particular needs of the young, the elderly, and the disabled when planning for recreational facilities.

~~5. Consider the need for and feasibility of increasing public recreational, fishing, and boating access to waterways.~~

6.5. Explore opportunities to work with the National Park Service to increase public recreational, fishing, and boating access to waterways.

7.6. Increase public awareness about private and other non-County facilities and programs that help meet the recreational demands of County residents.

8.7. Promote the provision of open space and recreational facilities in new residential development.

9.8. Continue to place lighting at County athletic fields to increase usage beyond daylight hours.

## **SCHOOLS**

1. Consider the general boundaries of residential neighborhoods and their proximity to schools in establishing school attendance zones.
2. Review school enrollment projections every three years.
3. Before approving rezonings and planned developments, consider their potential impact on the school system so as to minimize school crowding.
4. Provide a cafeteria and gymnasium in every school.
5. Provide regular, ongoing review, maintenance, and repair of school buildings.
6. Support and strengthen the vocational and technical school program with private sector assistance in the development of the school curricula.
7. Provide for regional alternative education programs.
8. When feasible, alleviate school overcrowding through revisions to school attendance zones as long as there is excess school capacity at the appropriate grade level in the system.
9. Install portable classrooms to alleviate temporary overcrowding (i.e., three years or less).
10. Alleviate long-term overcrowding by optimizing school capacity through permanent additions to and modifications of existing schools.
11. Build new schools if and only if capacity deficits are projected to exceed the minimum program capacity level at the appropriate grade level for five or more years.
12. Encourage future magnet programs, if any, to be located where excess capacity exists.
13. Maintain the formal written agreement between the School Board and the Board of Supervisors providing for the sharing of recreational facilities on school grounds and setting specific terms for their use.
14. Participate with neighboring localities in providing for regional “continuing education” programs for adults – such as the Regional Partnership for Continuing Education and Peninsula Workforce Center at Thomas Nelson Community College – in York County and throughout the Peninsula.

## **GOAL, OBJECTIVES, AND IMPLEMENTATION STRATEGIES**

### **Goal**

Build a healthy and diverse economic base that provides well-paying jobs and generates sufficient revenue to pay for the service needs of both businesses and the citizenry without degrading the County's natural resources or the overall quality of life.

### **Objectives**

1. Continue to expand York County's commercial and industrial tax base.
2. Enhance the long-term visual attractiveness of the County's major commercial corridors.
3. Expand job opportunities for York County residents.
4. Increase visitation to York County.
5. Promote York County as an attractive location for economic development.
6. Encourage mixed-use development in appropriate areas.
7. Encourage creativity in the design of economic development projects.

### **Implementation Strategies**

1. Participate with the private sector in the development of two or more business/industrial parks in the County, with primary emphasis on improving vehicular access and assisting in the cost of public sewer and water and stormwater management facilities in economic development areas.
2. Assist existing businesses with sewer and water extensions that will facilitate their retention and/or expansion.
3. Promote the adaptive re-use of existing vacant, blighted commercial properties in key, highly visible locations by purchasing selected properties, demolishing existing structures, improving the sites, and preparing them for redevelopment by the private sector.
4. Continue the Route 17 revitalization effort and extend it to other commercial corridors, including Bypass Road, Merrimac Trail, and Second Street.
5. Exploit, upgrade, and extend existing rail linkages in York County to promote industrial and warehousing uses.
6. Continue to require landscaping and, to the extent practical, the preservation of existing trees and vegetation in all new economic development and redevelopment.
7. Continue the Yorktown revitalization effort with an emphasis on public improvements to the historic village of Yorktown and other historic sites in the County.
8. Participate in the development of events and facilities designed both to bring visitors into the area during the shoulder seasons or off-season and to encourage visitors to remain longer.
9. Upgrade the County's Economic Development web site for marketing purposes.

10. Support the development of state-of-the-art telecommunications facilities in appropriate locations in the County.
11. Actively work with regional entities and local colleges and universities to develop and promote regional strategies and plans that will benefit the economic well being of York County, the Virginia Peninsula, and Hampton Roads.
12. Foster mutual communication and cooperation among the County government, the EDA, and the business community.
13. Continue to replenish the Economic Development Authority's Capital Fund for economic development.
14. Provide opportunities for the mixing and integration of different types of uses – both business and residential – within a single development under a coherent overall master plan.
15. Amend the Zoning and Subdivision Ordinances to remove barriers to mixed-use development that allows the integration of different types of housing units ~~(i.e., single-family detached, townhouses, duplexes, condominiums, apartments, etc.)~~ with each other and with businesses within a single pedestrian-oriented development under a coherent overall master plan.

4. Consider using public properties, such as parks and watershed areas, as living laboratories to educate school children about environmental conservation and preservation with such activities as nature hikes and observations, environmental experiments, wetlands delineation activities, etc.
5. Collaborate with civic groups and community organizations on environmental restoration projects to encourage stewardship.
6. Continue to support the Stormwater Advisory Committee and provide educational materials concerning environmental conservation and preservation.
7. Encourage the School Division to provide a meaningful Bay or stream outdoor experience, such as a field trip, for public school students in accordance with the Chesapeake 2000 Agreement.

#### **AIR**

1. Continue to support regional air quality initiatives through active participation in the Hampton Roads Air Quality Committee and the Interagency Consultation Group for Hampton Roads.
2. Continue to discourage the recruitment of industries that emit high levels of air pollutants.
3. Promote transportation modes and strategies that reduce the number of vehicle miles of travel (VMT) on the region's road network, including mass transit, HOV lanes, ride-sharing, bicycling, and walking.
4. Work with VDOT to identify and pursue regional funding (through the Congestion Mitigation and Air Quality program) for transportation improvements – such as intersection improvements, coordination of traffic signal systems, ITS projects, bikeways, and transit – that reduce auto emissions.
5. Continue to prohibit the open burning of leaves and yard debris in proximity to homes and other structures.
6. Pursue activities and strategies, including public education efforts, that decrease air pollutants within the Hampton Roads region.

#### **LAND**

1. Promote site design and land development that blends appropriately with natural features and terrain.
2. Retain natural physical features, forests, and woodland areas throughout the development process.
3. Maintain open space requirements within developing areas.
4. Maintain tree preservation and landscaping requirements for all new development.
5. Working with land conservancies, ~~such as the Virginia Outdoors Foundation and the Williamsburg Land Conservancy,~~ contribute funding for the purchase of conservation easements as a means of protecting and preserving areas with desirable or sensitive environmental or aesthetic qualities, especially shoreline, Resource Protection Areas and groundwater recharge areas.

18. Encourage the development and use of regional retention and detention ponds in residential and commercial developments wherever possible.
19. Continue to enforce the conditions of the County's stormwater discharge permit in accordance with the NPDES Phase II program.
20. Develop and adopt a stormwater management ordinance with water quality requirements.
21. Continue to rigorously enforce the Erosion and Sediment Control Ordinance to reduce sedimentation and degradation of surface waters.
22. Continue to participate in the York River Tributary Strategies effort as a means of improving water quality.
23. Reduce the non-point source pollutant loading from stormwater runoff on County projects and use indigenous and low-maintenance landscape materials.
24. Encourage property owners to utilize nonstructural erosion control measures, such as re-grading and re-vegetation, to address slight to moderate erosion and to utilize structural measures when erosion is severe and threatens property.
25. Encourage the coordination of shoreline erosion control measures among adjacent property owners.
26. Ensure that vegetative buffers are retained, enhanced, or established.
27. Ensure that drainage patterns are not altered to concentrate stormwater flow in erodible streams.
28. Encourage Low Impact Development and conservation design to reduce impacts to receiving downstream resources.
29. Ensure the provision of required buffers on all perennial streams.

## **NOISE**

1. Continue to employ Zoning Ordinance performance standards and other regulatory controls where applicable to minimize noise impacts of nonresidential uses on residential areas.
2. Consider the establishment of sound attenuation zoning, as provided for by Section 15.2-2295 of the *Code of Virginia*, to require installation of acoustical treatment measures in residential buildings and structures in areas within the aircraft approach zones for Newport News/Williamsburg International Airport where average noise exposure is 65 DNL or higher.
3. Discourage construction of schools and other noise-sensitive uses, such as hospitals and nursing homes, in areas within the aircraft approach zones for Newport News/Williamsburg International Airport where average noise exposure is 65 DNL or higher and consider establishment of requirements for notations on subdivision plats concerning noise exposure zones.
4. Consider incorporation of noise walls in the widening of Interstate 64.
5. To the maximum extent feasible, prevent construction of homes and other noise-sensitive uses in proximity to the Interstate 64 corridor.

minimum lot size, developers can build a wide range of housing styles in a single development. This design technique is increasingly utilized in the County as the availability of vacant residential land in the County has declined and development is considered for sites that had previously been “passed over” because of environmental constraints, and there are likely to be more and more open space subdivisions as the County approaches build-out. So far the results have been mixed. There are several cases in the County where lots in cluster subdivisions have been arranged in such a way that land designated as “common open space” does not benefit the entire community but rather the abutting lot owner, becoming little more than a functional extension of his or her private backyard. To achieve the benefits of open space preservation, the County should continue to encourage the use of the cluster provisions but the regulations should be reviewed and amended as necessary to ensure that open space is beneficial, both from an environmental and recreational value standpoint, and that the design and layout of the development is truly superior to that which could be achieved through conventional subdivision techniques.

### **Housing Rehabilitation**

Although York County’s housing stock is relatively young and of good quality, there are almost 3,000 housing units that were built before 1960 and are now at least 45 years old. As these dwellings age, it is likely that some will need rehabilitation. Although most of the citizen concerns about blight had to do with vacant commercial structures, many citizens spoke also about blighted residential areas, particularly older housing stock, and the need for improvement. The County should continue to support and use private and public rehabilitation to assist low- and moderate-income households in maintaining the physical safety of their properties. Part III of the Virginia Uniform Statewide Building Code (USBC) contains the regulations for the maintenance of existing structures and it enforced at the option of the local government. To date York County has not chosen to adopt this section of the USBC but it could choose to do so in the future. To initiate such a program would, of course, require additional inspection and enforcement staff and other resources.

## **GOAL, OBJECTIVES, AND IMPLEMENTATION STRATEGIES**

### **Goal**

Ensure that decent, safe, sanitary, and affordable housing is available to all County residents.

### **Objectives**

1. Promote the development of pleasant and attractive living environments.
2. Establish land use and development policies and regulations that provide opportunities for housing construction, rehabilitation, and maintenance of affordable housing that addresses the current and future needs of all income levels in the County and that considers the current and future needs within the Hampton Roads Planning District. Make suitable housing available to households of all income levels.
3. Provide for a range of housing types and densities corresponding to the needs of a diverse population.
4. Protect residential areas from encroachment by incompatible land uses that adversely affect the quality of life.
5. Increase opportunities for safe and convenient walking and bicycling in residential areas.
6. Encourage mixed-use development in appropriate areas.

7. Prevent neighborhood blight and housing dilapidation.

### **Implementation Strategies**

1. Provide opportunities through zoning for a variety of housing types.
2. Use the “Affordable Housing Incentive Provisions” and other development opportunities of the Zoning Ordinance that promote cost-containment.
3. Continue to use federal and state housing subsidies, grants, loans, and tax savings programs to help meet the housing needs of lower income residents.
4. Continue to require landscaped transitional buffers between residential development and incompatible land uses.
5. Continue to require open space, recreation space, and street trees at appropriate locations and in appropriate numbers. in ~~all~~ new residential development.
6. Amend the Zoning and Subdivision Ordinances to remove barriers to mixed-use development that allows the integration of different types of housing units ~~(i.e., single-family detached, townhouses, duplexes, condominiums, apartments, etc.)~~ with each other and with businesses within a single pedestrian-oriented development under a coherent overall master plan.
7. Amend County development ordinances to require sidewalks in more instances within and between residential neighborhoods and between homes and nearby schools, parks, and shopping areas.
8. Research the effectiveness of and consider establishment of ~~Within three years of the adoption of this plan, develop~~ an “affordable dwelling unit program,” pursuant to §15.2-2305 of the *Code of Virginia*, to authorize increases in housing density in exchange for the construction of moderately priced housing within a price range defined by the Board of Supervisors.
9. Encourage the use of clustering techniques that provide for the permanent retention of open space for the common use and enjoyment of all the residents in a given development and that provide a superior design and layout to that which could be achieved under conventional subdivision techniques.
10. Continue to support and use private and public rehabilitation to assist low- and moderate-income households in maintaining the physical safety of their properties.
11. Support the development of housing for senior citizens in appropriate locations with convenient access to shopping, services, and – where it is available – transit.
12. Consider Adoption of and enforce ~~Part III of the Virginia Uniform Statewide Building Code (USBC)~~ to provide for the required maintenance of existing structures.



The Federal Aviation Administration (FAA) recommends that an airport begin planning for additional runway capacity when it reaches 60% of its operational capacity ~~and undertake construction when it reaches 80%~~. This approach ensures that the need for improvements to an airport is dictated by demand and not by optimistic expectations that might or might not be realistic. With almost 228,000 aircraft operations (takeoffs and landings) in 2004, Newport News/Williamsburg Airport ~~is already operating above its Annual Service Volume (i.e., capacity) of 219,000.<sup>4</sup> has reached the point where detailed planning for capacity enhancements is warranted.~~

The PAC adopted an *Airport Master Plan* in 1997 that calls for the ultimate extension of both existing runways and construction of a third (shown in yellow in the figure below) in order to accommodate projected growth in operations. Under this scenario, according to the *Airport Master Plan*, a large segment of Oriana Road would be relocated to accommodate the runway extensions. While such a configuration would extend the runways closer to populated areas of York County, the airport expansion is expected to *reduce* the noise problem experienced by County residents who live in the path of an airport runway. This is predicated on an assumed shift in the fleet mix away from louder military aircraft as well as the FAA-mandated phase-out of older planes with louder engines. Norfolk International Airport also has plans to add a new runway to accommodate growth in operations.

An *Eastern Virginia Airport System Study*, the purpose of which was to identify a system of airports that would best meet the air transportation needs of the greater eastern Virginia region encompassing the combined market area of the three airports, was completed in 2001. The study recommended construction of a new airport in the Isle of Wight County area by 2030 as the best long-term strategy for maintaining the region's economic competitiveness and providing citizens with efficient and convenient air service. It should be noted that construction of a new regional "super-port," if it occurs, probably would not take place before 2030 and would not preclude the expansion of the Newport News airport to accommodate existing and projected future operations. In fact, the Newport News airport will need to be expanded whether or not a "super-port" is built.



In the interest of air traffic safety, York County has adopted an Airport Safety Management overlay district that establishes special height limitations for development in proximity to airports and the various airport approach zones. The purpose of these regulations, incorporated into the Zoning Ordinance, is to protect air space in the vicinity of Newport News/Williamsburg Airport and the various military airports and airfields in the area.

## **Bikeways**

Although most often thought of as a recreational activity, bicycling is also a mode of transportation. Benefits of bicycle use include energy conservation, reduced noise and air pollution, traffic reduction, and health and fitness improvement. York County's mild weather, relatively flat terrain, and tourist attractions offer ideal opportunities for bicycling.

In 1993 York County joined with Williamsburg and James City County in developing and adopting a *Regional Bicycle Facilities Plan* (or *Regional Bikeway Plan*) for the three localities. A regional

<sup>4</sup> ~~Virginia Department of Aviation, *Virginia Air Transportation System Plan Update, 2003 Technical Report*, p. 72~~



Hornsbyville Road and the Waterview area to easily and directly access Fort Eustis Boulevard and Interstate 64 and prevent them from “cutting through” residential areas on subdivision streets not designed or intended for such traffic.

- Extension of Independence Boulevard (the entrance road into the Lakewood Village development now under construction on Denbigh Boulevard) to Richneck Road would provide a road connecting between Denbigh Boulevard and Ft. Eustis Boulevard. The proposed road extension is consistent with the Newport News comprehensive plan, which recommends a “Denbigh/Ft. Eustis Connector” between Denbigh Boulevard and Ft. Eustis Boulevard in York County.
- The planned expansion of Newport News/Williamsburg International Airport will require the realignment of a segment of Oriana Road or, alternatively, a runway bridge over the road. Any realignment should be limited to the segment between Harwoods Mill Reservoir and Denbigh Boulevard, where it should tie into the planned signalized intersection of Denbigh Boulevard and Independence Boulevard. With the possible extension of Independence Boulevard to Richneck Road (discussed above), this would provide for a continuous corridor from Route 17 to Ft. Eustis Boulevard, which could divert significant amounts of traffic off both of these congested highways.
- If environmentally feasible, a road connection in the undeveloped area between Shirley Road and Seaford Road in Seaford would provide a secondary means of access to the Back Creek area, which contains numerous residences as well as water-oriented commercial/industrial uses (e.g. Seaford Scallop) that generate significant truck traffic that existing roads were not adequately designed to accommodate. Development in this area may be precluded by wetlands or other environmental factors; however, any construction that is permitted should be required to reserve the right-of-way for such a connecting road and have its lots arranged and internal streets designed to accommodate it.
- Sight distance improvements are needed at the intersection of Burts Road and Oriana Road.
- ~~Extension of the Whispering Pines subdivision street network (Whispering Way and Beach Road) in Grafton to interconnect with Yorkville Road would provide a second means of access to the Piney Point area, which currently is served only by Yorkville Road. The capacity and safety of Yorkville Road are limited by its narrow pavement width (narrower than the streets in Whispering Pines, both of which are platted as “stub” streets intended for extension to adjacent properties when they develop), which could be addressed by widening the pavement. However, a widening project would not address the lack of secondary access. Alternatively, a connecting road linking Yorkville Road with Charles Road could be considered if environmentally feasible; however, the presence of significant jurisdictional wetlands in the area between these two roads may preclude such a road. Any future development of the property around Whispering Pines should be designed to interconnect with the Whispering Pines streets to provide a road connection to Yorkville Road, but to have that connection designed and routed in such a way as to not encourage its use as a primary access route to the Piney Point area. In addition, any interconnection between Yorkville and Charles Roads must be evaluated in terms of its impact on Charles Road, which is narrow and of limited capacity.~~
- Extension of Commonwealth Drive to provide a link between Commonwealth Drive and Route 17 at its signalized intersection with Coventry Boulevard would greatly improve access to one of the County's Economic Development Priority Areas. A future road corridor should be reserved through this area, and any development therein should be required to have its internal street system designed accordingly and to construct appropriate segments of the connector. Any such road should be somewhat circuitous and perhaps incorporate appropriate traffic-calming design features so as not to encourage cut-through traffic through the Coventry/Tabb Lakes/York Meadows/Patriot Village area.

nowhere” and may look very much out of place. However, in developing areas these incremental investments by developers will eventually result in an interconnected system, or at least a system where any missing links can be constructed with a relatively minimal investment of public funds. Finally, along existing roadways where there is a demonstrated need for sidewalks but neither roadway improvement nor significant new development is likely, the County can initiate and contribute funding for sidewalk construction. This is currently being done along Victory Boulevard (Route 171) in Tabb and along Richmond Road (Route 60), Second Street (Route 162), and Merrimac Trail (Route 143) in the upper County. Federal and state funds are available for walkways through the CMAQ (Congestion Mitigation and Air Quality) program, the Transportation Enhancements program, and the state Revenue Sharing program, all of which require local matching funds (ranging from 20% to 50% of the total project cost). Through the Capital Improvement Program the Board of Supervisors has for many years been allocating funds to a sidewalk development fund for this purpose.

## **Waterways**

The many waterways in and around York County are used by residents and businesses for a variety of purposes including seafood harvesting, recreation, and passive enjoyment, but only the York River serves as a transportation artery. The York River, with a 32-foot wide channel, is one of the deepest rivers in the world. It is 33 miles long and is fed by a mixture of freshwater from rainfall and drainage from the west and tidal action and saltwater from the Atlantic Ocean and the Chesapeake Bay from the east.

Three primary types of cargo are transported by water along the York River – crude oil and refined petroleum products to and from ~~Amoco~~[the Giant refinery](#); military supplies to and from the U.S. Navy installations along the river (primarily the Yorktown Weapons Station); and both raw materials and finished paper products to and from the Chesapeake Corporation at West Point.

In addition to cargo transport along the river, Yorktown has served as a port-of-call for passenger cruise ship lines of various sizes. The major impediment to this type of activity has been the lack of adequate docking facilities. The *Yorktown Master Plan* called for “reconstruction of a new wharf/pier complex which extends far enough into the river to allow deeper draft vessels to dock and which is long enough (approximately 200 feet) to allow two large vessels – such as tall ships, dinner cruise boats, or commercial cruise lines – to dock simultaneously.”<sup>14</sup> Such a facility would accommodate deeper draft vessels and large vessels – such as tall ships, dinner cruise boats, or commercial cruise lines – to dock simultaneously. The plan also recommended that facilities be provided for temporary docking of small pleasure boats for boaters wishing to make day trips to Yorktown to visit restaurants, shops, and historical attractions. Both recommendations have been incorporated into the Riverwalk Landing waterfront redevelopment project that opened in May 2005. As a result, Yorktown is now capable of hosting recreational vessels for short-term dockage, tall ships, regional passenger cruise lines, and dinner and sightseeing cruise vessels, thus effectively making it the port-of-call for the Historic Triangle.

## **CITIZEN INPUT**

Throughout the Comprehensive Plan review process, citizens expressed strong concern about the growth of traffic on the County’s roadways. Over two-thirds of those interviewed in the telephone survey stated that it was extremely important (38.2%) or important (30.0%) for the County to build new roads and widen existing ones in the next 20 years to reduce traffic congestion. With a mean score of 3.91, this item was ranked tenth in the overall list of County priorities. The questionnaire responses yielded similar results: when asked what they like least about living in York County, the citizens named “traffic” more than anything else. The second highest response – growth and development – is closely related to traffic.

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<sup>14</sup> *Yorktown Master Plan*, adopted by the York County Board of Supervisors March 4, 1993 (prepared for the York County Board of Supervisors and the Yorktown Revitalization Steering Committee by Sasaki Associates, Inc. Carlton Abbott and Partners, Inc., and Anderson Associates, Inc.), p. 89.

region grows and Interstate 64 congestion increases. A regional “super-port” on a rural site in or near Isle of Wight County also would not be convenient for York County residents and could dilute the economic benefits of the Newport News airport, which, according to a recent study, generates an estimated 2,459 jobs, \$55.5 million in wages, and \$148.1 million in annual economic activity.<sup>15</sup> Although the direct on-airport benefits accrue to the city of Newport News, it is likely that many of the off-airport impacts – including hotels, retail and restaurants, tourist destinations, and travel agents – are felt in York County. The growing hotel demand along the Route 171 corridor in both York County and Newport News is probably at least partly attributable to the proximity of the airport and the Oyster Point office development.

The *Airport Master Plan* for Newport News/Williamsburg International Airport calls for the extension of both existing runways and construction of a new parallel runway, to be built in phases in accordance with demand. The first of these three projects is the proposed extension of Runway 2-20 from 6,525’ to 8,000’, which would enable the airport to use both existing runways for its critical aircraft in peak travel times. Extension of this runway would require the relocation of Oriana Road; alternatively, the runway could bridge over the road. Approximately 25 developed properties in the Kentucky Heights area along Oriana Road would have to be purchased by the Peninsula Airport Commission. Otherwise, the area affected by such an extension would be limited to undeveloped Newport News Waterworks property. Noise impacts on County residents, therefore, would be negligible. A phased expansion, focusing first on adding runway capacity where it will have the least impact on County residents, is a sensible approach that will allow the noise impacts to be reevaluated to determine whether or not the master plan’s projections prove to be accurate. If not, further expansion should not be supported.

## **GOAL, OBJECTIVES, AND IMPLEMENTATION STRATEGIES**

### **Goal**

Provide for the safe and efficient movement of people and goods within York County and throughout the Hampton Roads region.

### **Objectives**

1. Promote the development of a regional multi-modal transportation system.
2. Maintain adequate levels of service on ~~the County’s~~ roadways (i.e., LOS C or better ~~on the Interstate and Primary System and LOS B or better on the Secondary System~~). |
3. Increase funding for transportation improvements critical to the mobility of York County’s citizens.
4. Promote development and land use strategies that enhance roadway safety and preserve the carrying capacity of the roadway network.
5. Reduce crash rates on York County roadways.
6. Utilize technology to enhance mobility and safety.
7. Promote the development of improved air transportation service convenient to York County residents.

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<sup>15</sup> Virginia Department of Aviation, *Final Technical Report, 2004 Virginia Airport System Economic Impact Study* (April 2004)

# LAND USE

## INTRODUCTION

The Land Use element is perhaps the element of the *Comprehensive Plan* with which citizens are most familiar. It describes the distribution of existing land uses and the potential for future development and also identifies the policies that will guide the arrangement and intensity of future additions or changes to existing land use patterns. While residential densities and use characteristics are generally described in the Land Use element, specific standards, such as minimum lot sizes and permitted uses, are set forth in the County's Zoning Ordinance and Zoning Map.

Of the 108 square miles contained within the County's jurisdictional limits (a figure that includes the bodies of water within the jurisdictional limits), approximately 37% of the total land area is owned by the Federal government. These Federal landholdings include the various military installations – the U.S. Coast Guard Training Center, U.S. Naval Weapons Station, Cheatham Annex, and Camp Peary – which total approximately 20,400 acres, and the 3,900-acre Colonial National Historical Park. In addition to these large Federal landholdings, the Cities of Newport News and Williamsburg each own reservoirs and watershed property in the County encompassing a total of 6,600 acres. The combination of Federal and watershed property accounts for 30,900 acres, representing almost half (47.5%) of the land area in York County. While presenting a number of constraints for the County, these landholdings do ensure that a relatively large amount of open space will be perpetuated, thus contributing positively to the County's quality of life and the perception of a rural atmosphere.

## EXISTING LAND USE

The process of creating a vision for the future begins with an analysis of existing conditions. The distribution of land uses throughout the County is shown on the 2005 Existing Land Use Map and is summarized in **Table 1**. In these discussions, *gross area* includes all of the land area in the County, whereas *gross developable land area* excludes both military and recreation/conservation land. The description of land as “developable” in this context means that the land is *available* for development (or redevelopment) and not necessarily that it *can* feasibly be developed. Indeed, much of this land has environmental or other constraints that may limit or even preclude development. Gross developable land area is 44% of the County's gross land area and includes both already developed and vacant land.

YORK COUNTY EXISTING LAND USE, 2005		
Land Use Category	Acres	Percent
Single-Family Residential	11,270	17.2%
Multi-Family Residential	730	1.1%
<b>Residential Total</b>	<b>12,000</b>	<b>18.3%</b>
Commercial	900	1.4%
Tourist Commercial	590	0.9%
<b>Commercial Total</b>	<b>1,490</b>	<b>2.3%</b>
Limited Industrial	410	0.6%
General Industrial	1,250	1.9%
<b>Industrial Total</b>	<b>1,660</b>	<b>2.5%</b>
Conservation/Recreation	16,410	25.1%
Agricultural	680	1.0%
Vacant	11,150	17.0%
<b>Open Space Total</b>	<b>28,240</b>	<b>43.2%</b>
Military	20,910	32.0%
Public/Institutional	1,130	1.7%
<b>Military, Public/Inst. Total</b>	<b>22,040</b>	<b>33.7%</b>
<b>TOTAL</b>	<b>65,430</b>	<b>100.0%</b>

Table 1

### Residential

Residential development occupies about 12,000 acres. Although this figure may seem low for a suburban “bedroom community” of almost 66,000 acres, it represents 42.3% of the County's *gross developable land area* (excluding military installations and conservation/recreation land)

designation, desirable features of areas encompassed by this designation include full transportation access (highway, rail, water, air), available utilities, and favorable soil conditions.

<b>2025 Land Use Summary</b>		
<b>Land Use Designation</b>	<b>Gross Acreage</b>	<b>Undeveloped Acreage</b>
Low Density Residential	11,830	4,030
Medium Density Residential	4,770	1,170
High Density Residential	2,710	330
Multi-Family Residential	590	40
<b>RESIDENTIAL TOTAL</b>	<b>19,900</b>	<b>5,570</b>
General Business	1,500	370
Limited Business	560	330
Economic Opportunity	3,640	2,750
Limited Industrial	1,010	90
General Industrial	2,180	950
<b>COMMERCIAL/INDUSTRIAL TOTAL</b>	<b>8,890</b>	<b>4,490</b>
Conservation	15,560	1,080
Yorktown	120	10
Military	20,960	NA
<b>TOTAL</b>	<b>65,430</b>	<b>11,145</b>

Table 2

### **Mixed Use**

A Mixed Use overlay designation has been applied to certain areas of the County that have been identified as being potentially appropriate for a master-planned development approach that includes some type of mixed use development. This overlay designation is intended to create well-designed communities in which people can live, work, and recreate by providing opportunities for a mix of commercial and residential uses – and different types of residential uses (i.e., detached, attached, and apartments) – within a single, relatively compact development under a unified, coherent master plan. Proposed uses should have a high degree of physical and functional integration with one another, including extensive pedestrian and bicycle connectivity.

The range of permitted uses envisioned within any given mixed use development includes but is not limited to homes, ~~(detached, attached, and apartments)~~, senior housing, hotels and motels, offices, retail shops, restaurants, and, depending on the location, even light manufacturing. The balance of residential and commercial uses should generally reflect the underlying land use designation(s) and be compatible with adjacent land uses. Care must be exercised in evaluating any proposed mixed-use development to ensure that the introduction of a residential component into areas where the underlying designation is not residential will not significantly increase the County's maximum build-out population of 80,000. Likewise, care must be exercised in evaluating a proposal to introduce a commercial component into an area with an underlying residential designation to ensure compatibility with the surrounding area and the scale of the mixed-use project. It is also critical that any proposed mixed-use development be designed, through proffered conditions, to mitigate public service and infrastructure impacts. Furthermore, in areas with an underlying commercial and/or industrial designation, the mix of uses must have a positive fiscal impact; in other words, the balance of nonresidential and residential uses must be such that the net revenues generated by the former more than compensate for the net expenditures generated by the latter.

While the Mixed Use overlay designation is applied to several locations, the County's ability to accommodate mixed-use development will be limited not just by market forces but also by the availability of infrastructure and public services. The identification of specific areas for mixed use



permitted on Oaktree Road, which is a narrow residential street (approximately 16') incapable of safely accommodating commercial traffic. The greenbelt buffer along East Rochambeau Drive, which currently terminates at the western Oaktree Road intersection, should be extended to the eastern intersection in order to ensure more extensive buffering along this property than would normally be required and to help preserve the appearance of the Interstate corridor.

Development on the north side of Route 199 remains relatively sparse, with a few agricultural and tourist-oriented commercial uses. There are several large parcels under single ownership (Williamsburg Pottery Factory), which creates the potential for a large master planned development. The areas fronting along Lightfoot Road are relatively flat, highly visible, and easily accessible from I-64 and Route 199 and thus are well suited for commercial development. Interior areas, in contrast, have steep slopes, and portions about Skimino Creek and therefore are in the Chesapeake Bay Resource Protection Area and thus are better suited for residential than commercial development. A Mixed Use overlay designation is applied to this area to recognize the constraints and opportunities presented by the topography of the property and to encourage a master planned approach to development.

Future development of this large tract of land also presents an opportunity for the extension of Mooretown Road from its present terminus at Lightfoot Road to the York County line and, perhaps, all the way to Croaker Road in James City County. Accordingly, the Pottery has requested that this corridor be designated and reserved for a potential future road connection. Although not critical to York County in terms of relieving traffic congestion, such a road could potentially yield economic benefits by improving accessibility to the Pottery property. Accordingly, any extension of Mooretown Road in York County should be paid for by the developer and not with York County's limited Secondary Road funds.

### **3. Mooretown Road**

The Mooretown Road corridor south of Old Mooretown Road is designated Low Density Residential in recognition of existing single-family detached homes along this road. Similarly, an existing industrial park and a small area of undeveloped acreage are designated Limited Industrial to recognize existing development and provide opportunities for minor expansion.

Watershed property surrounding the Waller Mill Reservoir and owned by the City of Williamsburg is designated Conservation in order to preserve the reservoir's water quality. In addition, a few parcels that are privately owned and are entirely surrounded by watershed property are designated Conservation to express the goal and expectation that these properties will ultimately be incorporated into the watershed. A small area along Airport Road is designated Low-Density Residential in recognition of the existing development, the absence of public utilities, and the proximity of the reservoir.

A large area in the vicinity of the Airport/Mooretown Roads intersection is designated Limited Business. Although several small light industrial activities are currently in the area, it is mostly undeveloped and contains several large parcels. However, because of the proximity of Waller Mill Reservoir and the presence of environmental constraints, further industrial development should not be encouraged until public water and sewer service are readily available to this area.

### **4. Bypass Road/Waller Mill Road**

As a major gateway into the historic Williamsburg area, Bypass Road carries large amounts of tourist traffic, and the area is easily accessible from all major tourist attractions and thoroughfares. This area contains much of the County's tourist-oriented development – including numerous motels, timeshares, and restaurants – and accordingly is designated General Business. Much of the undeveloped land in this area is under single ownership (the Colonial Williamsburg Foundation), as is A a large area of contiguous undeveloped land under single ownership (the Colonial Williamsburg Foundation) encompassing the eastern section

~~of Bypass Road, the property on~~ both sides of Route 132, and both sides of Route 143 surrounding the west side of the I-64/Camp Peary interchange, ~~which is designated Economic Opportunity in recognition of its excellent accessibility to Interstate 64 and its potential for economic development. The majority of the Bypass Road corridor is designated General Business. However, B~~because of ~~this these three~~ corridors's proximity to the historic area, any new development ~~along Bypass Road~~ must be held to rigorous design standards – especially with regard to such features as signage, landscaping and tree preservation, and building colors – to protect the area's visual appeal. ~~A General Business node has been established at the Bypass Road/Waller Mill Road intersection based on its excellent accessibility and existing development.~~

~~The land is designated Economic Opportunity on both sides of Route 132 and on both sides of Route 143 on the west side of the interchange, which is also designated as a potential mixed use area. While the Economic Opportunity designation is appropriate around the interchange, which is also designated as an Economic Development Priority Area, a Limited Business designation along Route 132 would offer better protection of this corridor, which is a major gateway into the Williamsburg area, and ensure less intensive commercial development, such as a campus-style office complex. Since the 133-acre property on the west side of Route 132 also has about 1,200 feet of frontage along Bypass Road, and since the Bypass Road corridor is a major tourist corridor that warrants special character protecting measures, the CW property on the south side of Bypass Road is designated for Limited Business as well. It is recognized that the Limited Business designation may not provide the full range of development opportunities appropriate for this area and, in that regard, consideration could be given to rezoning requests that propose a General Business classification subject to development proffers that assure compatibility with the "gateway" character of the area.~~

A creek running through the GW-Colonial Williamsburg (CW) property serves as a natural dividing line between commercial and residential property, with the western portion, which fronts on the residential section of Waller Mill Road, designated ~~for Medium Density Residential development~~. With the completion of ~~the~~ Mooretown Road ~~corridor~~ to Route 199, Waller Mill Road between Bypass and Mooretown Roads is currently experiencing moderate AM and PM peak-hour congestion, and its width drops considerably beyond Plantation Drive; this segment is where most of the CW property is located, and Waller Mill Road is the only means of ingress and egress. ~~A Low-Density designation would~~To prevent the over-burdening of Waller Mill Road, ~~if the property were to be developed with access only from Waller Mill Road and would not be inconsistent with the established development character, which is relatively sparse. However, if the area is master-planned to include development of this large, mostly undeveloped area should provide for one or more~~ alternate access points to Bypass Road and/or Route 132, ~~consideration could be given to an increased density of development.~~

~~Additional E~~existing residential development in this area is recognized with a Medium-High-Density Residential designation on the north side (~~i.e., along Waller Mill Road Greensprings subdivision~~), and a Multi-Family Residential designation on the south side (i.e., Commons Way) where the Williamsburg Commons condominiums and duplexes are located and a senior apartment complex has been approved.

## **5. Richmond Road**

Richmond Road runs through Williamsburg and James City County and is a principal tourist and commercial corridor in the Williamsburg area. Some of the retail development along Richmond Road is located in York County. Accordingly, these properties are designated General Business.

## **6. Queens Lake**

The Queens Lake area encompasses the Queens Lake, Royal Grant, Creekside Landing, and Parkway Estates subdivisions as well as New Quarter Park. North of the Colonial Parkway and

east of Interstate 64, the Queens Lake subdivision and the area between Queens Lake and Parkway Estates have been recognized with a Low-Density Residential designation. Most of the lots in Queens Lake are developed and further expansion is limited by surrounding Queen Creek, New Quarter Park, and the Parkway. Undeveloped property along Lakeshead Drive is not suitable for higher residential densities because of the topographic relief and the need to limit individual residential access to Lakeshead Drive, which is a 40-mph collector road. New Quarter Park, like other County parks and recreational facilities, is designated Conservation.

~~Most of the~~ The area on the west side of I-64 is designated Medium Density Residential because of existing development (Parkway Estates, Royal Grant, and Creekside Landing subdivisions and a small section of Queens Lake) and the availability of public water and sewer. A small area abutting the Williamsburg city boundary, which was designated Multi-Family Residential in the 1999 plan because it was adjacent to multi-family housing developments in the City of Williamsburg, is designated Medium Density Residential in recognition of a 200' Dominion Virginia Power right-of-way that separates the property from the adjoining multi-family housing and to ensure compatibility with the adjacent single family detached developments in York County.

## **7. Magruder**

The Magruder area is bounded by I-64 to the east, the Colonial Parkway to the north, Route 199 to the south, and Penniman Road and the James City County line to the west. It encompasses two major commercial corridors – Merrimac Trail and Second Street – that serve residential and tourist traffic in the greater Williamsburg area; a General Business designation has been applied along both roads. Most of the remaining land in this area is designated High Density Residential in recognition of existing development, good access, and the availability of public utilities. This includes the area between Penniman Road and Route 199, where opportunities for in-fill development that can best be addressed through the High-Density Residential designation. The area contains some large parcels that can be subdivided into lots that are in character with the surrounding area. Any such subdivision must include street interconnections to adjacent properties in order to minimize the number of individual driveways along Penniman Road. Also on Penniman Road at its intersection with Queens Creek Road is a small neighborhood business that is recognized with a Limited Business designation.

~~Two An~~ areas along Interstate 64 ~~are is~~ designated Low Density Residential because of access limitations ~~and the predominant lot sizes. Both This~~ areas ~~is on the east side of Queens Creek Road, which is the are served only means of access and, by Queens Creek Road, which,~~ with a pavement width of approximately 20', ~~and~~ is not sufficient to accommodate the additional traffic volumes associated with higher density development. In addition, the need to protect the Bryan Manor Plantation historic site, which is listed on the National Register of Historic Places, further warrants a Low Density Residential designation ~~on the south side of Queens Creek Road.~~ Higher residential densities should not be considered in ~~either this~~ area unless a secondary means of access is provided.

The 104-acre Busch Industrial Park on Penniman Road includes some warehousing and other non-residential uses and is designated Limited Industrial.

## **8. Country Club**

The Country Club area is bounded by Route 199 to the north, I-64 to the east, and Route 143 and the CSX rail line to the west and south. The 152-acre Williamsburg Country Club – which is primarily a golf course – is designated Conservation in recognition of its open space/recreation use, while an Economic Opportunity designation has been applied to a large area east of the country club in recognition of an approved timeshare resort and the former Philip Morris plant. Most of the remaining frontage along Merrimac Trail in this area is designated General Business, while residential areas to the rear are designated High Density Residential (Carver



in the County have survived the Base Realignment and Closure (BRAC) process, but as the Armed Forces continue to cut back, there remains the possibility that these bases could be considered for closure.

## **12. Yorktown**

Yorktown is designated as an historical village without reference to specific land uses. The intent of this designation is to recognize the unique history of the town and to encourage development that is consistent with the historic, residential, and commercial land uses already present. The historic buildings of Yorktown are contained in *The Virginia Landmarks Register*, and some are listed on the *National Register of Historic Landmarks*. Special regulations that recognize the colonial architecture and historic heritage have been implemented to provide opportunities for a variety of land uses that will complement the unique character of the village. More specific recommendations for land uses and improvements in Yorktown are contained in the *Yorktown Master Plan*, which is a separate document but is incorporated into this *Comprehensive Plan* by reference.

The Colonial National Historical Park surrounds the village and is designated Conservation, as are the various parcels that the National Park Service owns in the Moore House Road area, where privately owned residences are recognized with a Medium Density Residential designation.

The U. S. Coast Guard Training Center Yorktown located on the York River at the end of Moore House Road is designated Military.

## **13. Lackey/Goosley Road**

Most of the privately owned land in Lackey has been designated High-Density Residential in recognition of the existing development character and the availability of public water and sewer. A major portion of Route 238 in Lackey is designated General Business to recognize various existing neighborhood businesses and provide opportunities for additional commercial development of this nature. In addition, the General Business designation is intended to recognize potential for the wider range of business that might be attracted to the area because of the Federal HUBZone designation that applies to Lackey and the surrounding area (Census Tract 505).

A relatively isolated area at the end of Baptist Road, which has a pavement width of approximately 20' and is the only means of ingress and egress, is designated ~~Low~~-Medium Density Residential because of these access limitations. It is entirely surrounded by property owned by the National Park Service or Newport News Waterworks, making it difficult but perhaps not impossible to provide any additional access. Higher density development should be entertained only in the event of developer-funded improvements to provide a second means of access.

A Low Density Residential designation has been applied to a small area along Crawford Road near its intersection with Goosley Road in recognition of existing development. This area is surrounded by NPS property, and any further development should be of a low-density character because of severely restrictive soil conditions, absence of utilities, and limited accessibility. A portion of the privately-owned land area along Goosley Road has been designated Multi-Family Residential in recognition of the Kings Court subdivision, the Yorktown Square Apartments, and Rivermeade Apartments.

## **14. Route 17**

As the County's primary commercial and transportation corridor, Route 17 (George Washington Memorial Highway) is recognized in this plan as an area worthy of special consideration. Extensive information and planning recommendations are established for this corridor in the separate *Route 17 Corridor Master Plan*, dated January 9, 1996, which is incorporated by reference as a part of this *Comprehensive Plan*.

Property along the Route 17 corridor is designated mostly for General Business development, with some exceptions. The Yorktown designation has been applied to the segment that runs through the Yorktown historic village, and the segment that runs through the Colonial National Historical Park is designated Conservation, as is all the National Park Service property.

From York High School to ~~Battle-Cook~~ Road, this corridor is designated for Limited Business development. This less intensive commercial designation is intended to protect this major gateway into the historic area by encouraging low-impact commercial and office uses in order to provide a smooth and visually attractive transition between the more intense retail and service-oriented uses along the southerly portion of Route 17 and the National Park Service property. The Limited Business designation is also intended to protect the adjacent residential areas from the adverse effects of more intensive commercial development. Commercial activities should be required to pay extra attention to landscaping and site aesthetics in recognition of the relative proximity of this area to Yorktown. A Multi-Family Residential designation recognizes an approved development of age-restricted quadruplexes at the intersection of Route 17 and Falcon Road.

Areas along Route 17 that have been identified as having potential for mixed-use development include the Fort Eustis Boulevard intersection and the Grafton Drive area, each of which is discussed separately. As noted in the *Route 17 Corridor Master Plan*, nearby land uses and the configuration of adjacent parcels give these areas potential for some type of mixed-use development.

Newport News Waterworks property abutting Route 17 in the Harwoods Mill Reservoir area is designated Conservation. Several junkyards along Route 17 in the Tabb area detract from the corridor's overall appearance. Aesthetic improvement or redevelopment of these nonconforming uses and continued focus on the strategies recommended by the Route 17 Revitalization Committee (see discussion in the Community Appearance section of this chapter) should be a major objective of the County.

## **15. Marlbank/Hornsbyville**

Most of the land north of the CSX tracks and Waterview Road, consisting largely of the Marlbank Cove and Marlbank Farms residential subdivisions, is designated for residential use. Although there has been some new home construction in recent years, this area contains mostly older, established residential neighborhoods. Little undeveloped land remains, and land use designations are intended mainly to recognize existing development in this area, most of which is designated Low-Density Residential primarily to ensure the protection of the Wormley Creek basin from the potentially adverse impacts of increased stormwater runoff and siltation associated with higher density development. Also contributing to the low-density development patterns are the capacity limitations of Waterview, Old Wormley Creek and Hornsbyville Roads. Medium-Density single-family development has occurred in areas adjoining Old York-Hampton Highway and Hornsbyville Road and is appropriately recognized. An extensive area on both sides of Wormley Creek Drive at the entrance to Marlbank Farms, and the Marl Ravine Road vicinity, has been designated Medium-Density Residential to recognize the development patterns that have occurred.

## **16. Goodwin Neck/Waterview**

The Dominion Virginia Power Plant and the Giant Industries refinery constitute the County's heavy industrial base, and the area encompassing these two facilities and their respective landholdings is designated General Industrial. A CSX railroad line traverses this area, bringing fuel and materials to these two heavy industrial users. Opportunities exist for future industrial and warehousing users to use this rail line for shipping and receiving; consequently, the rail alignment should be preserved. Rail access, public utilities, and interstate access via the planned Fort Eustis Boulevard extension, have the potential to stimulate the transformation of this area into a major light industrial commerce center. However, because of extensive residential development along Hornsbyville Road, the rail line itself is the most logical dividing line between residential and industrial designations along most of the rail corridor. Allowing residences to encroach on these future industrial sites would sow the seeds of future citizen discontent with their industrial neighbors. Similarly, industrial development should not be allowed to encroach on residential development along Hornsbyville Road; in the area just east of Old York-Hampton Highway, a Low Density Residential designation has been applied along Hornsbyville Road to recognize and prevent industrial access to this residential road.

Water-oriented businesses—commercial development along Waterview Road and Wormley Creek are recognized with a Limited Business designation, while neighboring homes are designated Low Density Residential. A Limited Industrial designation has been applied to Victory Industrial Park in recognition of the park's character and that of adjacent parcels on Old York-Hampton Highway. The County Operations Center on Goodwin Neck Road is designated Limited Business because it consists primarily of office uses and semi-industrial uses (e.g., auto repair, carpentry shop) that, although they are government and not commercial uses, have land use impacts consistent with that designation. This designation also provides a buffer between the heavy industrial area to the north and the residential areas on the south side of Goodwin Neck Road.

## **17. Dandy**

Surrounded by water on three sides (the York River, the Thorofare, and Back Creek), Dandy is an area of extreme environmental sensitivity. The entire area is within both the 100-year flood zone and the storm surge area for a Category 1 storm and is also in a Chesapeake Bay Preservation Area. Because of the extremely wet conditions over much of this area, the capability of the land to support additional development is limited. Lastly, there is only one road – Goodwin Neck Road – into and out of this area of over 150 homes and about 400 residents. In recognition of these constraints, the Dandy area is designated Low Density Residential. Even though public sewer has been extended to this area, the low-density designation is considered appropriate in order to protect adjacent wetlands and waterways from the increased stormwater runoff, siltation, and nonpoint source pollution associated with higher density development.

## **18. Goodwin Islands**

In 1991 the Goodwin Islands became a part of the Chesapeake Bay National Estuarine Research Reserve System for the Commonwealth of Virginia. The Virginia Institute of Marine Science (College of William and Mary) has been designated by the state to manage this island. This reserve will be used by VIMS for coastal research and education and is therefore designated Conservation.

## **19. Seaford**

Much of the Seaford area is designated Low-Density Residential, based largely on the need to protect Chisman and Back Creeks from further siltation and water quality degradation, which can be attributed in part to past development patterns and practices. Although several medium-

## **21. Route 17/Route 105 Intersection**

As the crossing of two of the County's principal highways, the intersection of Route 17 and Route 105 represents a major transportation node and a significant opportunity for mixed-use development. This underdeveloped node is designated as a potential "village center" in the *Route 17 Corridor Plan*, because of its central location at the intersection of two major arterial highways and the proximity of commercial frontage to high-density housing areas (which are designated Multi-Family Residential), all of which creates the potential for a pedestrian-oriented mix of uses anchored by commercial development at each of the four quadrants comprising the intersection.

The mixed use potential of the two eastern quadrants of this intersection will be enhanced by the extension of Fort Eustis Boulevard, which will greatly improve access to about 15 acres of undeveloped land that is well suited to commercial use and that could be appropriate for a mixed-use development proposal either at the node or along the southern side of the corridor. As a four-lane divided highway, the Fort Eustis Boulevard extension is the logical dividing line between residential and commercial development and, as such, most of the north side is designated Medium Density Residential in recognition of existing housing. However, a small area at the Old York-Hampton end of the extension that has no viability for residential development because of existing industrial development is recognized with a Limited Industrial designation.

## **22. Grafton West**

Much of the land in the Grafton area west of Route 17 is owned by Newport News Waterworks and is designated Conservation to protect the watershed. This vast acreage extends almost the entire length of the lower County, stretching from the National Park Service property in Lackey to the Kiln Creek residential area in Tabb. A Planned Development of single-family detached homes on the north side of Denbigh Boulevard at the Newport News city line, which was originally approved in 1993, is recognized with a High Density Residential designation, while the commercial frontage along Denbigh Boulevard is designated General Business. The development will be served by a new road, Independence Boulevard, which, if extended to Richneck Road as recommended in the Transportation element of this plan and depicted on the 2025 Roadway Plan map, would provide an important road connection linking Denbigh and Fort Eustis Boulevards. This would enhance regional mobility, taking pressure off of Jefferson Avenue and Richneck Road in the City of Newport News as well as Route 17 in York County. With improved accessibility, this high-density residential area on the fringe of a major urban center is poised for an attractive, well-designed mixed-use development encompassing both residential and commercial uses – and different types of residential uses – in a compact, high-density arrangement that allows people to live, work, and recreate in the same neighborhood. A Mixed Use overlay designation has been applied to this area to recognize this potential.

An additional 400+ acres surrounding Newport News/Williamsburg International Airport are owned by the Peninsula Airport Commission (PAC) and designated Limited Industrial in recognition of the airport and the possibility for future expansion. Most of the property in the area of the planned runway extensions is undeveloped with the exception of a small residential area on the north side of Oriana Road. The Limited Industrial designation for existing residential properties that would need to be acquired recognizes the ultimate use of the property. In addition, Oriana Road itself lies in the path of the proposed runway extension, requiring either bridging over or realigning a segment of this road. Any realignment should be limited to the segment between Harwoods Mill Reservoir and Denbigh Boulevard, where it should tie into the planned signalized intersection of Denbigh Boulevard and Independence Boulevard (discussed above). With the possible extension of Independence Boulevard to Richneck Road, this would provide for a continuous corridor from Route 17 to Ft. Eustis Boulevard, which could divert significant amounts of traffic off of both of these congested highways.

- Route 171 (Victory Boulevard)
  - Route 134 (Hampton Highway)
  - Route 173 (Denbigh Boulevard)
  - Route 105 ~~and Route 1050~~ (Fort Eustis Boulevard)
  - Route 199
  - Route 143 (Merrimac Trail)
  - Route 60 (Pocahontas Trail, Bypass Road, Richmond Road)
  - Route 162 (Second Street)
  - Mooretown Road
  - East Roachambeau Drive
19. Continue allocating County funds to cover the cost of increased frequency mowing of medians and shoulders along all or portions of the above-named “gateway” corridors.
20. Require the installation of “street trees” along new roads at appropriate locations and in appropriate numbers.
21. Ensure that development along the above-named corridors, and along Interstate 64, protects the natural vegetation and vistas through the establishment of “greenbelt” designations.
22. Work with VDOT, the Metropolitan Planning Organization, other jurisdictions and other involved parties to ensure that widening of Interstate 64 is accomplished in a manner that preserves and protects to the maximum extent possible the appealing and attractive tree-lined median areas.
23. Provide business incentives to offer:
- Free design assistance to businesses interested in property improvements;
  - Matching Grant funding for implementing improvements;
  - Tax exemption for value enhancements associated with renovations;
24. Evaluate the feasibility of e~~Establishing~~ a dedicated funding source for County land acquisition for blight removal, greenways, and conservation easements by the 2007-08 Fiscal Year.
25. Facilitate rehabilitation of abandoned and “blighted” properties in areas targeted for enhancement and prepare them to accommodate redevelopment proposals through negotiation of landscape/maintenance easements or fee simple purchase.
26. ~~In order to address and eliminate blight,~~ Consider adoption and enforce of Part III of the Virginia Uniform Statewide Building Code as a means of addressing and eliminating blight.
27. Continue to require underground utilities in conjunction with new development and pursue opportunities for undergrounding of existing overhead utilities in conjunction with road improvement projects (e.g., along Route 17) or as separate projects (funded by grant/matching funds and/or County funds) along other high-visibility “gateway” corridors.
28. Continue allocation and accumulation of funds in amounts that will support acquisition of strategically located greenways and/or conservation easements that will contribute positively to the visual character and appearance of the County.
29. Permit construction of new telecommunications towers only where a proven need exists and only when all other opportunities, such as co-location on an existing tower or utilization of other existing structures, have been exhausted.

## GLOSSARY OF TERMS AND ACRONYMS

**Aquifer:** An underground formation, group of formations, or part of a formation that contains sufficient saturated permeable material to yield significant quantities of water to wells and springs.

**Bikeway:** A transportation facility designed to safely accommodate bicycle traffic. Bikeways are divided into three general classes:

- **Multi-use trails:** Bikeways that are constructed physically separate from roadways.
- **Paved shoulders:** Bikeways constructed adjacent to traffic lanes and generally delineated by pavement markings.
- **Shared roadways:** Bikeways where the travel lanes are shared by all users of the roadway.

**Capital Improvement Program (CIP):** A multi-year plan to guide the construction or acquisition of capital projects. It identifies needed capital projects, estimates their costs, and lists the year in which each should be started.

**Census Tract:** A small, relatively permanent statistical subdivision of a county, city, or town.

**Chesapeake Bay Preservation Area (CBPA):** Any land designated by the County pursuant to the Chesapeake Bay Preservation Area Designation and Management Regulations, VR 173-02-01, and sections 10.1-2100, et seq., *Code of Virginia*. The Chesapeake Bay Preservation Area consists of a resource protection area and a resource management area.

**Cluster subdivision:** A form of residential development that concentrates dwellings in a specified area with a corresponding reduction in lot area and dimension requirements in order to allow the remaining land area to be devoted to perpetual common open space which may be used for recreation, both active and passive, and the preservation of environmentally sensitive areas. Also referred to as “open space development.”

**Colonial Soil and Water Conservation District:** The local division of the Virginia Department of Conservation and Recreation. Its responsibilities include developing comprehensive programs and plans for the conservation of soil and water resources and control and prevention of soil erosion.

**Comprehensive Plan:** The long-range plan, adopted by the Board of Supervisors in accordance with Section 15.2-2226 of the *Code of Virginia*, for the physical development of York County. Pursuant to Section 15.2-2230 of the *Code of Virginia*, the comprehensive plan must be reviewed – and, if necessary, revised – at least once every five years.

**Density:** The number of housing units per unit of land (typically expressed in units per acre).

- **Gross density:** Gross density is calculated by including all the land within the boundaries of a particular tract, parcel, or area.
- **Net density:** Net density is calculated by excluding certain areas including streets, easements, water areas, lands with environmental constraints, and other such areas.

**Development:** The division of land into two or more parcels, or the construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any mining, excavation, landfill, or land disturbance, or any use or extension of the use of the land.



**Drainage:** The removal of surface water or groundwater from land by drains, ditches, piping, grading, or other means.

**EDA:** York County Economic Development Authority

**HRPDC:** Hampton Roads Planning District Commission

**Housing (or dwelling) unit:** A single unit of one or more rooms providing complete, independent living facilities for one family, including permanent provisions for living, sleeping, cooking, and sanitation.

- **Accessory apartment:** A separate and complete housekeeping unit that provides complete living, sleeping, sanitation, and cooking facilities. Such unit may be contained within or outside of a primary residence but is clearly secondary to a primary single-family housing unit located on the same lot.
- **Single-family attached:** A row or combination of at least two one-family housing units, with each unit having separate outside access, each unit separated from any other unit by one or more common fire-resistant walls, and each unit located on a separate lot. The term “single-family attached” includes the following types of dwellings:
  - **Duplex:** A one-family housing unit attached to one other one-family housing unit by a common vertical fire-resistant wall, with each housing unit located on a separate lot.
  - **Multiplex:** A one-family housing unit in a combination (back-to-back, side-to-side, or back-to-side) of at least three such units with each unit having at least two exterior walls, each unit separated from any other by common fire-resistant walls, and each unit located on a separate lot.
  - **Townhouse:** A type of multiplex unit, in a row of at least three such units, with each having its own front and rear or side access to the outside, each unit separated from any other by common fire-resistant walls, and each unit located on a separate lot.
- **Single-family detached:** A one-family housing unit that is surrounded on all sides by yards or other open space located on the same lot and which is not attached to any other dwelling by any means.

**In-fill development:** The development of small, scattered vacant sites that are surrounded or essentially surrounded by existing development and which because of location, configuration, access requirements, adjacent development patterns, or similar characteristics, may necessitate special consideration during the development process.

**Intelligent Transportation System (ITS):** The application of advanced technologies (e.g., electronics, communications, and information processing) to improve the efficiency and safety of a transportation system.

**Intensely Developed Area (IDA):** A portion of a resource protection area or a resource management area designated by the County where development is concentrated and little of the natural environment remains.

**Level of Service (LOS):** A quality measure describing operational conditions within a traffic stream, generally in terms of such service measures as speed and travel time, freedom to maneuver, traffic interruptions, and comfort and convenience. Levels of Service range from A (free flow of traffic with minimum intersection delay), which is best, to F (forced flow, jammed intersections, long delays), which is worst.

**Manufactured Home:** A structure subject to federal regulatory standards (the National Manufactured Home Construction and Safety Standards Act) which is transportable in one or more sections; is built on a permanent chassis; is designed to be used as a single-family dwelling, with or without a permanent foundation, when connected to the required utilities; and includes the plumbing, heating, air conditioning and electrical systems contained in the structure.

**Metropolitan Statistical Area (MSA):** A large population nucleus, together with adjacent communities that have a high degree of economic and social integration with that nucleus.

**Mixed Use Development:** The development of a neighborhood, tract of land, building, or structure with a variety of complementary and integrated uses, such as, but not limited to, residential (including different types of residential), office, retail, public, and recreation, in a compact form with a high degree of pedestrian connectivity.

**National Ambient Air Quality Standards (NAAQS):** Standards promulgated by the federal Environmental Protection Agency for specified air pollutants, including suspended particulates, sulfur dioxide, carbon monoxide, nitrogen dioxide, ozone, hydrocarbons, and lead.

**National Historic Preservation Act:** A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation and authorized grants-in-aid for historic properties preservation.

**National Register of Historic Places:** The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or with unique artistic or architectural values.

**Nontidal Wetlands:** Those wetlands, other than tidal wetlands, that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions, as defined by the Federal Manual for Identifying and Delineating Jurisdictional Wetlands dated 1987, as it may be amended from time to time.

**Park:** Any public or private land available for recreational, educational, cultural, or aesthetic use.

**Planned development:** An area approved by the Board of Supervisors and planned and developed under a single master plan and containing one or more land uses.

**Public sewer system:** A sewer system owned and operated by a municipality, county, service authority, or sanitary district.

**Public water system:** A water system owned and operated by a municipality, county, service authority, or sanitary district.

**Redevelopment:** The process of developing land that is or has been previously developed.

**Resource Management Area (RMA):** That component of the Chesapeake Bay Preservation Area that is not classified as the resource protection area. RMAs include land types that, if improperly used or developed, have the potential for causing significant water quality degradation or for diminishing the functional value of the resource protection area.

**Resource Protection Area (RPA):** That component of the Chesapeake Bay Preservation Area comprised of lands at or near the shoreline that have an intrinsic water quality value because of the ecological and biological processes they perform or are sensitive to impacts that may result in significant degradation to the quality of state waters.



**Sanitary sewer:** Pipe conduits used to collect and carry away domestic, commercial, or industrial sewage from the generating source to treatment plants. Storm, surface, and ground waters are not intentionally admitted into sanitary sewers.

**Septic system:** An underground system with a septic tank and one or more drainlines, depending on volume and soil conditions, which is used for the decomposition of domestic wastes.

**Setback:** The required minimum horizontal distance from any street right-of-way line, lot line, or other designated line that establishes the area within which buildings or structures may be erected.

**Shrink-swell soils:** Soils containing clays that shrink when dry and swell when wet.

**Street Classification:** Streets are referred to by the following functional classifications:

- **Access street:** The lowest order of street, designed to serve low volumes of traffic at low operating speeds. As its primary function is to provide access to individual lots, access streets should carry only the volume of traffic generated on the street itself. Cul-de-sacs and other terminal streets are typical of this order of street
- **Subcollector street:** The second order of street, designed to carry moderate volumes of traffic, at the same low operating speeds as access streets. Such streets collect traffic from access streets as well as provide access to individual lots. Long cul-de-sacs and other terminal streets may be within this order of streets where their traffic volumes exceed the standards for access streets.
- **Collector street:** The highest order of street generally permitted within a residential subdivision, designed to conduct and distribute traffic between streets of lower order and streets of higher order linking major activity centers. The class is further divided into “major” and “minor” collector based on traffic volumes.
- **Arterial street:** Includes streets and roads that function within a regional network conveying traffic between major activity centers. The purpose of such streets is to carry relatively large volumes of traffic at higher speeds. Such streets are not intended for direct residential lot access, while commercial or industrial lot access is typically controlled and limited to high trip volume generators. Like collector streets, the arterial class is further divided into “major” and “minor” arterial based on traffic volumes.
- **Expressways and freeways:** The highest order of roadway, designed exclusively for unrestricted movement of traffic. Access is only with selected arterials by means of interchanges.

**Subdivision:** The division of a lot, tract, or parcel of land into two or more lots, parcels, or other divisions of land for the purpose of transfer of ownership.

**Tidal Wetlands:** Vegetated and non-vegetated wetlands lying between and contiguous to mean low water and an elevation above mean low water equal to the factor 1.5 times the mean tide range.

**VDHR:** Virginia Department of Historic Resources

**VDOT:** Virginia Department of Transportation

**Volume/Capacity Ratio:** The ratio of the traffic volume on a given road to its carrying capacity.

**Watershed:** Any area lying within the drainage basin of any reservoir.

**Wetland:** An area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that, under normal circumstances, does support, a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly known as hydrophytic vegetation.

**Zoning:** The delineation of districts and the establishment of regulations governing the use, placement, spacing, and size of land and buildings.

## Charting the Course to 2025: Final Land Use Map Decisions

1. Burkes Corner (Newman Road/Fenton Mill Road intersection)	
• Area:	49.1 acres (multiple parcels/owners)
• Existing Land Use:	One single-family detached home
• Current Designations:	General Business, Low Density Residential
• Proposed Designations:	<b>Change</b> General Business to Limited Business, Retain Low Density designation but with Mixed Use potential

2. Girl Scout campground (448 Fenton Mill Road)	
• Area:	91.63 acres (single parcel)
• Existing Land Use:	Campground
• Current Designation:	Low Density Residential
• Proposed Designation:	<b>Retain</b> Low Density Residential

3. Old Mooretown Road	
• Area:	15.2 acres (multiple parcels/owners)
• Existing Land Use:	9 single-family detached homes / 14 separate parcels
• Current Designation:	Economic Opportunity
• Proposed Designation:	<b>Change</b> Economic Opportunity to Low Density Residential

4. Colonial Williamsburg property	
• Area:	870 acres (multiple parcels/owners)
• Existing Land Use:	2-4 single-family detached homes
• Current Designations:	Economic Opportunity along Routes 143 and 132 and the north side of Bypass Road; General Business on the south side of Bypass Road; Medium Density Residential on Waller Mill Road
• Proposed Designations:	<b>Retain</b> Economic Opportunity along Route 143 and 132 and the north side of Bypass; <b>Retain</b> General Business on south side of Bypass Road; <b>Retain</b> Medium Density to Residential on Waller Mill Road

5. Middletowne Farms parcel (464 Catesby Lane)	
• Area:	1.01 Acres (single parcel)
• Existing Land Use:	None
• Current Designation:	General Business
• Proposed Designation:	<b>Change</b> General Business to High Density Residential

<b>6. Lakeshead Drive parcel (301 Lakeshead Drive)</b>	
• Area:	13.1 acres (single parcel)
• Existing Land Use:	None
• Current Designation:	Medium Density Residential
• Proposed Designation:	<b>Retain</b> Medium Density Residential

<b>7. Hornsby property</b>	
• Area:	16.5 acres (multiple parcels/single owner)
• Existing Land Use:	None
• Current Designation:	Multi-Family Residential
• Proposed Designation:	<b>Change</b> Multi-Family to Medium Density Residential

<b>8. I-64/Route 199 (south interchange) – southwest quadrant</b>	
• Area:	72.9 acres (single parcel)
• Existing Land Use:	None (property is owned by the County and VDOT)
• Current Designation:	High Density Residential
• Proposed Designation:	<b>Change</b> High Density Residential to Conservation

<b>9. Felgate's Woods site (Egger tract west of I-64 and south of Colonial Parkway)</b>	
• Area:	36.1 acres (single parcel)
• Existing Land Use:	None
• Current Designation:	High Density Residential
• Proposed Designation:	<b>Retain</b> High Density Residential

<b>10. End of Queens Creek Road – east side</b>	
• Area:	47.0 acres (multiple parcels/multiple owners)
• Existing Land Use:	Approximately 11 single-family detached homes / 18 separate parcels
• Current Designation:	High Density Residential
• Proposed Designation:	<b>Change</b> to Low Density Residential

<b>11. Baptist Road/Spring Road/Boundary Road</b>	
• Area:	196.2 acres (multiple parcels/multiple owners)
• Existing Land Use:	Approximately 40 single-family detached homes
• Current Designation:	High Density Residential
• Proposed Designation:	<b>Change</b> to Medium Density Residential

**12. Route 17 between Battle Road and Cook Road**

• Area:	20.35 acres (multiple parcels/multiple owners)
• Existing Land Use:	7-11, Cliff's Auto, single-family detached home, Little Log Cabin day care, Terrace Grocery, ServiceMaster, Yorktown Library
• Current Designation:	General Business and Medium-Density Residential
• Proposed Designation:	<b>Change</b> Medium Density Residential to General Business

**13. North side of Fort Eustis Boulevard Extension**

• Area:	5.57 acres (multiple parcels/multiple owners)
• Existing Land Use:	2 single-family detached homes
• Current Designation:	Limited Industrial
• Proposed Designation:	<b>Retain</b> Limited Industrial

**14. Waterview Road**

• Area:	49.9 acres (multiple parcels/multiple owners)
• Existing Land Use:	Approximately 50 parcels, many vacant and owned by either Virginia Power or Giant Refinery, but some also occupied by privately-owned single-family residences
• Current Designation:	Limited Business
• Proposed Designation:	<b>Change</b> Limited Business to Low Density residential and General Industrial

**15. Kentucky Heights**

• Area:	49.9 acres (multiple parcels/multiple owners)
• Existing Land Use:	Approximately 25 single-family detached homes and many vacant parcels
• Current Designation:	Low Density Residential
• Proposed Designation:	<b>Change</b> Low Density Residential to Limited Industrial

**16. York Point/Baytree Beach**

• Area:	Over 900 acres (multiple parcels/multiple owners)
• Existing Land Use:	Single-family detached homes
• Current Designation:	Low Density Residential
• Proposed Designation:	<b>Change</b> Low Density Residential to Conservation

**17. Route 134/Big Bethel Road**

• Area:	50.6 acres (multiple parcels/multiple owners)
• Existing Land Use:	Gas station, Mini-warehouses, single family residences
• Current Designation:	General Business
• Proposed Designation:	<b>Change</b> General Business to Limited Business and Medium Density Residential